

DACOWITS

Defense Advisory Committee on Women in the Services



1951-2014: 63 Years of DACOWITS

2014 REPORT



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Executive Summary

The Defense Advisory Committee on Women in the Services (DACOWITS), hereafter referred to as “the Committee” or “DACOWITS,” was established in 1951 with a mandate to provide the Secretary of Defense (SECDEF) with independent advice and recommendations on matters and policies relating to service-women in the Armed Forces of the United States. Individual members of the Committee are appointed by the SECDEF and serve in a voluntary capacity for one- to four-year terms.

It has been the Committee’s approach since 2010, and again in 2014, to divide work into two areas of focus: Wellness and Assignments. The Committee selected specific topics for study under each area of focus, and gathered both primary and secondary sources of information, including briefings from DoD and Service-level military representatives and subject matter experts (SMEs); data and other information collected from focus groups and interactions with Service members during installation visits; and literature reviews. These sources of information formed the basis for the Committee’s recommendations and reasoning.


The Committee voted on recommendations during its September 2014 business meeting and approved this annual report at its December 2014 business meeting.

Wellness Recommendations

The Committee examined two Wellness topics in 2014: the prevention of sexual harassment and sexual assault, and reproductive health care. In addition, the Committee continued to monitor the DoD’s responses to previous recommendations on these topics and assessed Service members’ perceptions of how military culture relates to the Wellness areas of interest.

Sexual Harassment and Sexual Assault Prevention and Response

The Committee’s focus in 2014 included ways to prevent sexual harassment and sexual assault, following a long history of DACOWITS research on this topic. DACOWITS began operating under a revised charter in 2000; since then, the Committee has continued to be interested in sexual harassment and sexual assault, and has presented findings and recommendations on eliminating the barriers to reporting these offenses in its 2004 annual report. In 2011, the Committee hosted focus groups among active duty Service members to inquire about the prevalence of sexual harassment and sexual assault, prevention programs, reporting procedures, and the impact that sexual harassment and sexual assault has on mission readiness. During the 2013 focus groups, the Committee examined the increased reports of sexual assaults at the Military Service Academies and the effectiveness of sexual harassment and sexual assault prevention programs. The Committee focused its 2014 efforts on initiatives aimed at preventing and responding to sexual harassment and sexual assault throughout the DoD and the Services.



DACOWITS made the following recommendations and identified the following areas of continuing concern, based on the reasoning below, to address the prevention of and response to sexual harassment and sexual assault.

Recommendation 1: DoD should require the Services to publicize reports of sexual assault and their dispositions in a simple format accessible to a wide military audience, to be used in required training and other venues.

Recommendation 2: DoD should require the Services to direct local commanders to publicize this same information, including information on reports and dispositions, at their specific installations.

Recommendation 3: Sexual assault case disposition information to be publicized should include the number of reports and type of disciplinary actions taken as a result of sexual assault investigations. Reasons should be provided for cases in which no disciplinary action is taken.

Reasoning

These recommendations essentially repeat ones made by DACOWITS in 2011. Since that time, DACOWITS continues to hear in focus groups that Service members are often unaware of resulting disciplinary action (or other action) on reported sexual assaults. This lack of awareness results in Service members concluding that sexual assault offenses are disregarded and it may suggest to offenders that they are at little risk of being held accountable; it could also lead to a lack of confidence in the Sexual Assault Prevention and Response (SAPR) process. Consequently, unwillingness to report sexual assaults continues, as does a perceived lack of transparency within the process.

The DoD Sexual Assault Prevention Strategy, endorsed by the Secretary of Defense on May 1, 2014, lists recommended actions consistent with our recommendations: “Publicizing the punishments for misconduct or criminal offenses consistent with law and Department of Defense regulations.” Additionally, the Strategy gives as an example of a deterrence tactic: “To the extent permissible by law and policy, publicizing court-martial results.”

All offenders and victims need to understand thoroughly the reasons why, in some cases, disciplinary actions are not taken. There is a perception that when no punishment is imposed, the system has once again failed, the crime was never tried, and the offender was never held accountable for his or her actions. In order to sustain the trust and confidence of our Service members, and to ensure that offenders are fully aware that they will be held accountable, commanders/commanding officers (COs) should share the reason(s) for their decisions.

In summary, DACOWITS would like to see greater and more consistent attention given to publicizing sexual assault cases and their final dispositions at all levels up and down the chain of command.

Continuing Concern: Tracking of Members Who Have Committed Sex-Related Offenses

Reasoning

DACOWITS continues to be interested in initiatives and efforts to eliminate sexual assault in the military. One provision of the National Defense Authorization Act (NDAA) for Fiscal Year (FY) 2014 requires that when a Service member is either convicted by a court-martial or receives non-judicial punishment or punitive administrative action for a sex-related offense, a notation to that result must be placed in the unrestricted portion of the member's service record, regardless of the Service member's rank. The purpose of the inclusion of this information in a service record is to alert future commanders if a Service member new to their command has committed such offenses. The law requires review of the personnel record notations by the CO. The Office of the Under Secretary of Defense for Personnel and Readiness (OUSD(P&R)) requested that the Services develop their procedures and issue directives to comply with this requirement by August 22, 2014.

DACOWITS believes that in order to address repeat crimes and reduce the incidences of sexual assault, the Services should keep track of those who commit sex-related offenses. During installation visits, military leaders relayed to DACOWITS that Service members with records of offenses might be transferred to new units without commanders knowing of past complaints and disciplinary action. Several leaders expressed the desire to have records of prior offenses of those under their command so as to be able to identify and appropriately address any repeated occurrences.

It is important that the Services ensure that this documentation is occurring as directed and that commanders are receiving this information when new Service members report to their commands. In the case of joint command assignments, Services will need to coordinate this sharing of information carefully as Service members are assigned between the different Services.

Continuing Concern: Military Justice Reform

Reasoning

In its 2013 report, DACOWITS recommended that the DoD support pending legislation that would remove prosecutorial decision-making involving serious crimes, including sexual assault, from the chain of command, except for crimes that are uniquely military in nature. DACOWITS based its recommendation on the fact that we continue to hear from Service members that victims do not come forward because they lack confidence in the system: they do not think their complaints will get a fair hearing; they do not think offenders will be held accountable; and they fear reprisal. The DoD did not support this legislative change and the reform proposal failed in the Senate, although it garnered a simple majority vote.

The President, in signing the NDAA for FY 2014, instructed Secretary Hagel and Chairman Dempsey "to continue their efforts to make substantial improvements with respect to sexual assault prevention and response, including the military justice system," and to report back to him with a full-scale review of progress. He added that if he did not see the kind of progress he expects, then additional reforms might be required. That report was due to the President on December 1, 2014. DACOWITS intends to follow this issue closely in the coming year.



Continuing Concern: Combined Sexual Harassment and Sexual Assault Programs

Reasoning

In its 2013 report, DACOWITS recommended that the DoD and all the Services should combine their efforts to prevent and respond to sexual harassment and sexual assault into one program. DACOWITS based its recommendation on the fact that experts inside and outside the DoD recognize a strong correlation between the occurrence of sexual harassment and sexual assault. Sexual harassment is a continuing and serious problem and programs to address sexual harassment (distinct from sexual assault) are under-resourced and under-emphasized. We urged the DoD and all Services to combine the two programs. DACOWITS intends to follow this issue closely in the coming year.

Reproductive Health Care for Military Women

The Committee's interest in this topic is based on its belief that reproductive health care is critical to the wellness and readiness of military women and therefore the overall force. DACOWITS studied health care for servicewomen in 2003, 2007 and 2012, and continued to follow the issue in 2013. The Committee's focus in 2014 was on the availability of reproductive health care services to Service members; specifically, efforts by the Services to provide military members with family planning options and contraceptive care.

DACOWITS identified the following area of continuing concern, based on the reasoning below, to address the availability of reproductive health care services to Service members.

Continuing Concern: Family Planning, Contraceptive Care, and General Reproductive Health Care

Reasoning

The Committee remains interested in assuring the highest quality health care for our Service members and their families. In its 2012 report, DACOWITS identified expanding the availability of reproductive health care in the military as a continuing concern. In its report for 2013, DACOWITS recognized that family planning can increase overall mission readiness and improve quality of life for military members; therefore, it recommended that all Services implement programs to inform Service members of the importance of family planning, educate members on the methods of contraception, and make various contraceptive methods available. The Committee remains concerned about the barriers, both informal and formal, to access family planning, contraceptive care, and general reproductive health care for all Service members and their families.

Assignments Recommendations

The Committee studied three Assignments topics in 2014: the accessions of enlisted women, the accessions and full integration of women into closed positions, and the career progression and mentoring of women in the military. The Committee also examined how military culture relates to these topics and continued to monitor the Services' responses to its 2012 and 2013 recommendations that the Services work collaboratively to provide women with properly designed and fitted combat equipment expeditiously.

Accessions of Enlisted Women

The Committee's 2014 study of the accessions of enlisted servicewomen complements the Committee's 2013 study of the accessions of women officers. Similar to its 2013 efforts addressing women officers, in 2014, the Committee studied the representation of enlisted women and the existence and effectiveness of outreach and recruiting for enlisted women.

DACOWITS made the following recommendations, based on the reasoning below, to address the accessions of enlisted women.

Recommendation 1: All Services should systematically increase the accessions of women into the enlisted ranks.

Recommendation 2: All Services should devote resources to increase the recruitment of enlisted women.

Recommendation 3: All Services should have targets to increase the representation of enlisted servicewomen; these targets should be benchmarked against the pool of eligible female recruits. Furthermore, these targets should not be constrained by past or current representation of women in the Armed Services, or estimates of the propensity of women to enlist.

Reasoning

The U.S. Armed Forces would benefit by drawing more on the talents and capabilities of young women. The percentage of women in the enlisted ranks has remained in the range of 15% to 18% for the past 20 years, with a 20-year average of 17%. For the most recent year, the Marine Corps had the lowest accessions rate for enlisted servicewomen (9%), followed by the Army (16%), the Air Force (19%), and the Navy (23%); the Coast Guard had the highest accessions rate for women (37%). This low accessions rate persists despite the fact that women represent more than half of those who complete high school and even though women are now eligible for most military jobs. While not all high-school age young adolescents, male or female, can meet military fitness and other standards for enlistment, it is clear that there is ample room for growth in accessions of qualified women.

Estimates by the DoD's Joint Advertising Market Research Studies group (JAMRS) showing low female propensity to enlist have been used to explain low accessions. However, such propensity estimates may have the effect of establishing too low a bar, actually constraining the recruitment of women. With few exceptions (notably the Coast Guard), the Services have devoted little consistent effort to attracting female recruits.

Focus group participants told DACOWITS that the Services could do much more in the way of outreach to eligible women; for example, increasing the number and visibility of female recruiters in recruiting offices and at high school visits/job fairs; publicizing the important and satisfying roles



that women can and do play in today's military, in combat and non-combat jobs; and increasing direct advertising to women with realistic portrayals of military women.

Effective and Full Integration of Women into Closed Positions and Units

In 2014, DACOWITS continued to closely follow the DoD's and the Services' ongoing implementation of their plans to open closed positions and units to women no later than January 1, 2016. The Committee's study of the integration of women into ground combat units built on four years of research and its recommendation, since 2010, to eliminate the 1994 ground combat-exclusion policy and to open all military positions and units to women. On January 24, 2013, the SECDEF Leon Panetta and Chairman of the Joint Chiefs of Staff General Martin Dempsey rescinded the ground combat exclusion policy and directed the Services to comply with a 3-year plan to open closed positions and units to women no later than January 1, 2016, consistent with certain guiding principles set forth by Chairman Dempsey in a January 9, 2013 implementation memorandum. The Services' plans were to include "...the development and implementation of validated, gender-neutral occupational standards and the required notifications to Congress," which was consistent with the Committee's 2011 and 2012 recommendations that any physical standards be validated to accurately predict performance of actual, regular and recurring duties of a military job and be applied equitably to measure individual capabilities. In addition, DACOWITS continued to monitor the Services' responses to its 2012 and 2013 recommendations that the Services work collaboratively to provide women with properly designed and fitted combat equipment expeditiously.

DACOWITS made the following recommendations, based on the reasoning below, to address the full integration of women into closed positions and units. The Committee also identified an area of continuing concern related to this topic, as presented below with accompanying reasoning.

Recommendation 1: The DoD should ensure the Services open all closed units and positions to servicewomen as expeditiously as possible, but not later than January 1, 2016.

Recommendation 2: Women qualified in occupational specialties should immediately be eligible for assignment to any military unit, to include previously excluded units.

Reasoning

These recommendations build upon two recommendations from the Committee's 2013 report. The Committee believes that the timelines established for combat integration are more than reasonable for the Services to plan and implement the opening of closed units and positions to women by January 1, 2016. In January 2013, Chairman Dempsey provided among the goals and milestones for the elimination of unnecessary gender-based barriers to service that the "Services will continue to develop, review, and validate individual occupational standards" and that such validated standards "will be used to assess and assign Service members not later than September 2015." The Committee strongly supports this timeline.

The Committee believes that there is no reason to delay the assignment of women to any unit for which they are qualified in their military occupations. The Army has announced that it is opening all such assignments; however, the Marine Corps has not done the same, citing need for continuing study. There is no clear explanation for lack of action by the Marine Corps on this front, and as the Committee said in 2013, such inaction has the unfortunate appearance of a delaying tactic.

Recommendation 3: Physical standards should be validated to accurately predict performance of actual, regular, and recurring duties of the military job and applied equitably to measure individual capabilities.

Reasoning

This recommendation essentially repeats one made by DACOWITS in each of the past three years.


DACOWITS remains concerned, as in previous years, about the process used to develop gender-neutral occupational standards. Specifically, in some instances, servicewomen may be evaluated on an “average” rather than individual basis. Further, the Committee continues to be concerned that some Services may be using physical standards that have not been validated, even for men. The Combat Endurance Test (CET) of the Marine Corps’ Infantry Officer Course (IOC) is a case in point.

DACOWITS believes strongly that any physical standards should be based on a scientifically rigorous process, validated as job related (based on the actual, regular, and recurring duties to be performed), and determined to accurately measure individual, not average, performance. DACOWITS strongly believes that there should be no gender-based exceptions to these standards.

Recommendation 4: Marine Corps servicewomen should be given the same opportunities as their male counterparts to train for and be assigned to any unit or position for which they qualify. Furthermore, the Marine Corps should discontinue its Infantry Training Battalion (ITB)/IOC experiments and allow qualified servicewomen that volunteer and that complete the courses to be awarded the Military Occupational Specialty (MOS) and be assigned to infantry units.

Reasoning

DACOWITS recommended in its 2013 report that the Marine Corps discontinue its IOC experiment, where it sought a specific number of female volunteers to participate in the IOC in order to make an evaluation of some kind. The Committee continues to have concerns about this experiment. Female volunteers must delay their assigned career paths and are not awarded an infantry occupational specialty even if they complete the course successfully. Not surprisingly, only a few women have volunteered and none has completed the course to date. It is unclear what is being evaluated, how the results will be used, why a certain number of volunteers (now said to be 100) is considered necessary, or how long the experiment is expected to last. At the current rate, it would take decades to secure this number of volunteers. Further, it continues to be unclear that the physical tests that are part of the IOC (the CET, for example) have been validated scientifically as occupational

A close-up, slightly blurred image of the American flag, showing the stars and stripes in shades of blue and white.

requirements for an infantry officer. Finally, the experiment suggests that if not enough servicewomen can complete the course, one or more exceptions to policy might be requested to keep infantry officer positions closed to women, which, if true, would be evaluating servicewomen's qualifications improperly to serve as infantry officers on an average, rather than an individual, basis.

Since the 2013 report, the Marine Corps has opened its ITB to female volunteers, again, on an experimental basis; upwards of 100 servicewomen have successfully completed the course. However, again, unlike the servicemen who complete the course, none of the servicewomen have been awarded an infantry occupational specialty. The Committee has similar questions about the ITB as for the IOC: What is being evaluated? How will the results be used? How many volunteers are considered necessary? How long will the experiment last? The experiment itself suggests that if not enough servicewomen can complete the course (how many is enough?), the Marine Corps may seek to keep infantry closed to women, which, if true would evaluate women improperly on an average, rather than an individual, basis. In all events, servicewomen who qualify by completing the required training should be afforded the same opportunities as their male counterparts to serve in the specialty for which they trained.

Recommendation 5: The Army should permanently open its Ranger School to female volunteers. Servicewomen should be given the same opportunities as their male counterparts to train for and be assigned to any unit or position for which they qualify.

Reasoning

Women have been barred from attending the U.S. Army Ranger School, an intense 62-day combat leadership course, on the basis that its graduates become "Ranger Qualified" and the greatest need for Ranger Qualified troops is in infantry and special forces, both of which are currently closed to women. Of concern to DACOWITS is the fact that the Ranger School is, and has been, open to men who will never enter the infantry or special operations occupations. That is, Ranger training is voluntary for men and completion of the course is not required for service in any of the Army's basic career management fields. All male officers and enlisted soldiers with combat support/combat service support MOSs and male volunteers from all sister Services may apply to attend. Male representatives of foreign militaries also have attended. Thus, men not slated for Army infantry or special forces may attend Ranger School, but their female counterparts are prohibited from attending. This scenario suggests that women are excluded based on gender, rather than on needs for Ranger Qualified soldiers.

The Army recently has announced that it is considering opening Ranger School to women volunteers on a one-time, provisional basis, pending further assessment. If the announced plan is put into effect, women who successfully complete and graduate from Ranger School will receive graduation certificates and be authorized to wear the Ranger tab, but they will not receive the associated Ranger skill identifiers or be eligible for assignment to Ranger coded units or positions. DACOWITS welcomes this change as a first step. However, we believe that women who meet the requirements to attend should be able to do so, not just on a provisional basis, and that those who qualify by completing the training should be afforded the same opportunities as their male counterparts to serve in the specialty for which they trained.

Recommendation 6: DoD should encourage collaboration between the Marine Corps and Army on product development, testing, and procurement in order to facilitate prompt distribution of properly fitted individual combat equipment for servicewomen.

Reasoning

This recommendation is similar to ones made by DACOWITS in 2012 and 2013. Providing service-women with properly designed and fitted combat equipment is essential to their safety and well-being, unhindered performance of military duties, and overall military readiness.

The Army has made progress in deploying the Female Improved Outer Tactical Vest (F-IOTV), and is working on deploying other pieces of combat gear such as the Protective Insert Sizing Improvements, Family of Concealable Body Armor (FoCBA), and the Protective Under Garment (PUG) New Female Sizing. The Marine Corps, on the other hand, views the fit of combat gear as an issue of stature, not an issue of differences in male/female physiques. In May 2013, the Marine Corps conducted a survey with respect to sizing, fit, and comfort of body armor. As a result, the Marine Corps decided to procure 3,780 small stature Improved Modular Tactical Vests (IMTV) to be fielded by May 2014. Additionally, the Modular Scalable Vest (MSV1), the next-generation scalable body armor system, is expected to begin procurement in FY 2015 and will be designed for smaller stature Marines (on the male pattern without adjustment for female body type).


DACOWITS remains concerned that women suffer injuries and do not perform up to their full potential when wearing ill-fitting equipment and combat gear designed for men's bodies. The lack of communication and collaboration by the Marines with the Army has resulted in a lost opportunity for economies of scale in procurement and further delays in the timely development/distribution of this much-needed equipment. DACOWITS believes that all servicewomen should have properly fitted individual combat equipment so that they can perform at the highest level.

Continuing Concern: Marine Corps Experimental Task Force, currently known as Ground Combat Element Integrated Task Force (GCEITF)

Reasoning

Since the 2013 report, the Marine Corps announced plans for a GCEITF as a vehicle, "to evaluate the physical performance of individual Marines in the execution of collective tasks." The GCEITF will be a "battalion-size, purpose-built, experimental ground combat unit." The Marine Corps anticipates a total strength of 461 Marines, with about 120 of them women, across all occupational specialties, including infantry, tanks, and artillery. It is reported that there will be squads with three different compositions: all men, 50/50 men and women, and women in the vast minority. All of the service-women participating will be volunteers (taking time off from their assigned careers) and recently trained for a new specialty (for which they get no credit). The servicewomen will have no fleet experience, while the male Marines will be established and more seasoned in their specialties.

As with other Marine Corps experiments, the Committee has significant concerns; for example, How the data will be analyzed? What exactly is being evaluated? What are the standards against which the various teams will be measured? How will an individual's performance be assessed compared to the performance of the team? Can the performance of the women be fairly



evaluated when they are not in the same position as men in terms of skills and experience? Have physical standards been validated? The Committee is concerned that this GCEITF experiment will not be a valid gauge of anything about the physical performance of individual female Marines in the execution of collective tasks, and questions how it will inform in any valid way decision-making about opening Marine combat units and positions to servicewomen. DACOWITS will follow this matter closely in the coming year.

Career Progression/Mentoring

The Committee's study of career progression and mentorship for servicewomen stems from its interest in ensuring that women have equal opportunity for advancement. The focus on mentorship is based on comments made by focus group participants over several years regarding a need for more mentorship opportunities. In examining these topics, the Committee studied women's ability to obtain key developmental education and training, including mentorship opportunities, and to obtain key developmental assignments.

DACOWITS made the following recommendation, based on the reasoning below, to address the career progression and mentorship for servicewomen. In addition, the Committee identified an area of continuing concern on this topic for future consideration, which is stated below with accompanying reasoning.

Recommendation 1: All Services should support innovative programs to provide mentoring opportunities for military women of all ranks/rates.

Reasoning

Military women from all Services, both officer and enlisted, tell DACOWITS of their desire for mentorship, and the difficulty in finding an advisor to help in navigating a military career. Some believe that the relative lack of servicewomen in leadership positions makes it challenging to identify someone to fulfill a mentorship role. Focus group participants, particularly women, frequently mentioned that a mentor could help direct and facilitate one's career progression. While most women thought it would be beneficial to have a woman as a mentor, others indicated that the gender was not as important as having someone to go to for informal advice. The presence of positive mentors and role models for both men and women was mentioned as a factor in retention and in prevention of sexual harassment and sexual assault.

A program that aims to address the need for women's mentoring is taking hold in the Army. The "Sisters-in-Arms" program has been adopted at a number of Army installations stateside and abroad. Programs are developed locally and managed with a general goal of providing a forum to strengthen peer-to-peer bonds, professionalism, and personal growth in an environment where soldiers—both officer and enlisted—can discuss issues and get guidance from mentors. Some groups specifically match more-senior women with more-junior ones to provide a sounding board, insight, and advice. "Sisters-in-Arms" participants gave the program good marks in comments to DACOWITS, noting that the senior officers and non-commissioned officers (NCOs) provided helpful counsel, based on their own experiences. Participants thought that the program could be expanded to include men and could be beneficial throughout the Army and in other Services.

Continuing Concern: Career Progression of Women

Reasoning

Female enlisted and female officers from all Services are underrepresented at the senior ranks. In order to advance to senior ranks, it is considered critical for servicewomen to have certain professional education and key joint and developmental assignments. For example, officers on the active-duty list must be designated a Level 3 Joint Qualified Officer (JQO) before appointment to brigadier general or rear admiral-lower half. In order to compete for promotion generally, officers need to complete Joint Professional Military Education Phases 1 and 2, have completed a joint billet, and have commanded at the appropriate rank. Based on data provided by the Services, servicewomen appear to be underrepresented in all of these categories. DACOWITS would like to examine this matter further, specifically to learn more about the Services' career management systems and strategies, and to explore what can be done to increase the pipeline of women in key schools and assignments.



Defense Advisory Committee on Women in the Services

Chapter 1


Introduction

The Defense Advisory Committee on Women in the Services (DACOWITS), hereafter referred to as “the Committee” or “DACOWITS,” was established in 1951 with a mandate to provide the Secretary of Defense (SECDEF) with independent advice and recommendations on matters and policies relating to service-women in the Armed Forces of the United States. Individual members of the Committee are appointed by the SECDEF and serve in a voluntary capacity for one- to four-year terms. The 2014 Committee had 17 members, five of whom joined in June, one who joined in August, and one who transitioned off the Committee in September. (See *Appendix B* for biographies of the 2014 DACOWITS members.)

It has been the Committee’s approach since 2010, and again in 2014, to divide work into two areas of focus: Wellness and Assignments. For Wellness, the Committee examined the prevention of sexual harassment and sexual assault in the military and reproductive health care. For Assignments, the Committee examined the accessions of enlisted women, the effective and full integration of women into closed positions and units, and career progression and mentoring. In addition, military culture and its influences on women’s service were examined.

The Committee selected specific topics for study under each area of focus, described below, and gathered both primary and secondary sources of information, including briefings from the DoD, Service-level military representatives, and subject matter experts (SMEs); data and other information collected from focus groups and interactions with Service members during installation visits; and literature reviews. These sources of information formed the basis for the Committee’s recommendations and reasoning.

As a primary source of information, DACOWITS collected qualitative data during site visits to eight military installations, representing all four DoD Service branches and the U.S. Coast Guard, from April to May 2014. (See *Appendix C* for a listing of installations visited.) During the focus groups conducted at these sites, the Committee addressed two Wellness topics: the prevention of sexual harassment and sexual assault, and military culture. It also addressed two Assignments topics: the accessions of enlisted women, and the career progression of women. In partnership with researchers from Insight Policy Research (Insight) and its partner ICF International (ICF), the Committee developed three instruments: one to address the Wellness topics with enlisted Service members, one to address the Assignments topics with enlisted Service members, and one to address both Wellness and Assignments topics with officers. Committee members facilitated the focus group discussions to elicit and assess the views, attitudes, and experiences of Service members on the primary study topics. The Committee also distributed mini-surveys to participants to determine the demographic composition of the groups. All data collection instruments were approved by ICF’s Institutional Review Board (IRB), with concurrence from the DoD Office of the Under Secretary of Defense for Personnel and Readiness (OUSD(P&R)), to ensure the protection of human subjects.



DACOWITS conducted 40 focus groups in 2014: 20 addressing the Wellness topics with enlisted Service members, 10 addressing the Assignments topics with enlisted Service members, and 10 addressing both topics with officers. Of the 40 groups, 15 were conducted with servicemen, 15 with servicewomen, and 10 with participants of both genders. Similarly, 15 groups were conducted with junior enlisted participants (E1-E4), 15 groups were conducted with mid-grade and senior enlisted participants (E5-E9), and 10 groups were held with officers. In total, there were 369 participants in these focus groups, with an average of 10 participants per session. Overall, 49% of the participants were women and 51% were men. Participants represented all Services; the Air Force (25%), Marine Corps (21%), and Navy (25%) were represented nearly equally, with slightly fewer participants from the Coast Guard (18%) and Army (10%). The pay grade E4-E6 was most represented (36%) followed by E1-E3 (21%), O1-O3 (19%), E7-E9 (17%), and O4 or higher (7%). Overall, 64% of the participants had deployed at least once during their career.

Staff from Insight and ICF recorded written transcripts of the focus group discussions, and compiled and analyzed the resulting data in collaboration with the Committee. (See *Appendix D* for the focus group protocols, and *Appendices F* and *G* for a complete presentation of the mini-survey results and the focus group findings). Unless otherwise specified, themes from the focus groups were common among pay grades and between genders.

Chapter II covers the Committee's research and recommendations on the Wellness topics. Chapter III covers the Committee's research and recommendations on the Assignments topics. These two chapters are organized by topic; for each topic, a summary of briefings, focus group results, additional research and literature, and the Committee's recommendations and continuing concerns are presented. Additional appendices are also provided; these include a listing of the briefings and other information provided to DACOWITS as *Appendix H*, congressional notifications of military intent to continue to expand the role of women in the military as *Appendix I*, and a list of acronyms used in the report as *Appendix J*.



Chapter 2

Wellness Research and Recommendations

The Committee examined two Wellness topics in 2014: the prevention of sexual harassment and assault, and reproductive health care. In addition, the Committee continued to monitor the DoD's responses to its previous recommendations on these topics and assessed Service members' perceptions of how military culture relates to the Wellness areas of interest. To conduct its assessment, the Committee received briefings from DoD- and Service-level SMEs, collected primary data from focus groups during installation visits, and examined relevant recent literature. This chapter is divided into two sections: A) sexual harassment and sexual assault prevention and response, and B) reproductive health care. The Committee's recommendations, continuing concerns, and reasoning are provided for each section.

Sexual Harassment and Sexual Assault Prevention and Response


The Committee's focus in 2014 included ways to prevent sexual harassment and sexual assault, following a long history of DACOWITS research on this topic. DACOWITS began operating under a revised charter in 2000; since then, the Committee has continued to be interested in sexual harassment and sexual assault, and has presented findings and recommendations on eliminating the barriers to reporting these offenses in its 2004 annual report. In 2011 the Committee hosted focus groups among active duty Service members to inquire about the prevalence of sexual harassment and sexual assault, prevention programs, reporting procedures, and the impact that sexual harassment and sexual assault has on mission readiness. During its 2013 focus groups, the Committee examined the increased reports of sexual assaults at the Military Service Academies and the effectiveness of sexual harassment and sexual assault prevention programs. The Committee focused its 2014 efforts on initiatives aimed at preventing and responding to sexual harassment and sexual assault throughout the DoD and the Services.

This part of Chapter II is organized into the following sections:

- Summary of Briefings Presented to DACOWITS
- Summary of Focus Group Findings
- Relevant Literature and Other Resources
- Recommendations and Continuing Concerns

Summary of Briefings Presented to DACOWITS

DACOWITS received six briefings or sets of briefings related to sexual harassment and sexual assault prevention and response. In December 2013, the DoD's Sexual Assault Prevention and Response Office (SAPRO) briefed the Committee on sexual assault prevention and response initiatives. In March, the DoD



briefed the Committee on its sexual harassment complaints process. In September, DACOWITS received briefings from the Navy and the Army on their efforts to combine their sexual harassment and sexual assault efforts under a single office within each Service. In March, June, and September, SAPRO briefed DACOWITS on the ongoing process of developing metrics and benchmarks to assess sexual assault prevention and response within the DoD. This section presents highlights from the briefings the Committee received. For a full list of briefings and information presented to DACOWITS in FY 2014, see *Appendix H*.

Sexual Assault Prevention and Response Initiatives, December 2013

Col Alan Metzler, Deputy Director, SAPRO

The Committee requested a briefing from SAPRO to describe the DoD's progress in implementing the SECDEF's directives to improve sexual assault prevention and response efforts, as well as information on processes for oversight and means for assessing the effectiveness of the various initiatives. In response, SAPRO briefed the Committee on sexual assault prevention response initiatives.

As reported in the June 2013 briefing to DACOWITS (and as recommended by DACOWITS in 2012), to enhance commander accountability, the results of the Defense Equal Opportunity Management Institute (DEOMI) command climate surveys will be elevated to the next higher level of command. This will take effect in January 2014. Every commander is required to conduct this survey within 120 days of assuming command.

The DoD has also developed a standardized process to ensure that proper procedures are followed once a sexual assault is reported. Every unrestricted report must be immediately referred to a Military Criminal Investigative Organization. Within 30 days of a sexual assault report, the unit commander will be required to report to a general officer on how the report was handled based on a number of standard elements related to victim support and investigative response. Addressing reports that sexual assault victims have been re-victimized during the Article 32 pre-trial hearing, the Services are in the process of ensuring that only Judge Advocates General (JAGs) can serve as investigative officers for an Article 32 investigation. As a separate initiative, the DoD Inspector General will also be conducting recurring reviews of closed sexual assault investigations to identify areas for improvement.

The DoD has also taken action on several measures to enhance victims' rights. As reported in SAPRO's June 2013 DACOWITS briefing, the Air Force conducted a Special Victims Counsel pilot program, which provided legal counsel to all victims of sexual assault. Col Metzler reported there was overwhelming victim satisfaction with the program, and victims with legal counsel were three times more likely than those without counsel to convert from restricted to unrestricted sexual assault reports. The DoD is expanding the program to the other Services, and it is expected to be at full operational capability by January 2014. Col Metzler also updated the Committee on the progress of other initiatives, including unit transfer options; standards governing recruiter/recruit relationships; and training for Sexual Assault Response Coordinators (SARCs), Victim Advocates, and commanders.

Col Metzler updated the Committee on SAPRO's efforts to develop standardized metrics to assess the DoD's progress in preventing and responding to sexual assault. SAPRO has developed six metrics and has proposed an additional 11 metrics. The current six metrics include reports of sexual assault, military victim reports per 1,000 Service members, percentage of reports for sexual assault incidents prior to service, rate of voluntary conversions from restricted to unrestricted reports (among reports that are

initially restricted), investigation length, and SARC/Victim Advocate certification rates. The current data show that sexual assault reports were higher this year in every Service compared to previous years. SAPRO views this increase as positive, as one of its main goals is to increase victim confidence in the reporting system, thereby increasing reporting. Part of the increase can be explained by a spike in reported sexual assault incidents that occurred prior to the victim entering the military. SAPRO also tracks the rate at which victims convert from a restricted to unrestricted report. This rate held mostly constant from 2007 to 2011, but increased slightly for the most recent year. The metric on investigation length shows that on average, a criminal investigation takes more than three months. Also, under a fiscal year (FY) 2012 National Defense Authorization Act (NDAA)¹ requirement, SAPRO is required to professionally certify SARCs and Victim Advocates. SAPRO's certification program went into full effect in October 2013 and its data show that 91% of the required number of SARCs and 84% of the required number of Victim Advocates have been certified.

The Committee asked Col Metzler for his assessment of DACOWITS' recommendation to combine sexual harassment and sexual assault programs under one office, as the Army has done with its Sexual Harassment/Assault Response (SHARP) model. Considering that research shows that cultivating an environment free of sexual harassment is crucial to preventing sexual assault, the Committee's position is that combining these efforts will improve the effectiveness of sexual assault prevention and will provide crucial resources toward addressing sexual harassment. Col Metzler agreed that preventing sexual harassment is an important factor in preventing sexual assault. SAPRO tracks not only sexual assaults, but also sexual harassment in its Workplace and Gender Relations Survey (WGRS). Some at SAPRO are concerned that addressing sexual harassment reports could dilute SAPRO's ability to respond to sexual assault, which is a crime. For example, SARCs are required to have extensive knowledge of the sexual assault reporting process, and adding sexual harassment reporting to their list of responsibilities may interfere with their ability to adequately help sexual assault victims.


SAPRO Briefings

SAPRO briefed the Committee several times during its 2014 study year in addition to the December briefing outlined above; in March, June, and September, SAPRO provided initial information and updates on the creation of benchmarks to monitor sexual harassment and sexual assault in the military.

Sexual Assault Provisions in National Defense Authorization Act (NDAA) 2014 Briefing and Benchmarks to Assess Effectiveness, March 2014

MG Jeffrey Snow, Director, SAPRO; Col Alan Metzler, Deputy Director, SAPRO; Mr. Dwight Sullivan, DoD Associate Deputy General Counsel for Military Justice

DACOWITS requested a briefing from SAPRO on the implementation status of the sexual assault provisions of the FY 2014 NDAA² and the benchmarks that the DoD intends to use in assessing both the effectiveness of the new NDAA provisions and the progress of the DoD generally on sexual assault prevention and response, including assessment of the military justice system. A report to the President on such matters is due December 1, 2014. In particular, DACOWITS wished to know about the implementation of the provision of the NDAA for FY 2014 requiring that when a Service member is convicted by a court-martial or receives non-judicial punishment or punitive administrative action for a sex-related offense, a notation to that effect must be placed in the unrestricted portion



of the personnel service record of the member. The purpose of the inclusion of this information is to alert commanders to the members of their command who have committed such offenses to reduce the likelihood that repeat offenses will escape notice.

MG Snow briefed the Committee on the status of SAPRO's progress report to the President. The vast majority of the FY 2013 NDAA³ provisions within SAPRO's purview have been implemented. MG Snow reported that SAPRO will be using a combination of methods—metrics, surveys, focus groups, and Service reports—to assess the effectiveness in implementing the NDAA provisions. Data from FY 2013 show a significant increase in sexual assault reports compared to previous years, which MG Snow suggested indicates increased victim confidence in the sexual assault reporting system. For FY 2013, there was a 47% increase in unrestricted sexual assault reports and a 58% increase in restricted sexual assault reports. In response to a member question, MG Snow reported that the new SAPRO report to be released in April will not necessarily highlight the relationship between sexual assault and sexual harassment but that a separate report on sexual harassment is being prepared.

Col Metzler reviewed SAPRO's efforts to implement reforms from the FY 2014 NDAA, which number 33 sections of law. New provisions require that Service members found guilty of rape and sexual assault, forcible sodomy, and/or attempts to commit these offenses will be dismissed from the military or given a dishonorable discharge, and this will be noted in their permanent personnel files and generally also in the civilian sex offender registry. For other offenses (for which the offender has not been discharged), the notation in the service record will indicate a conviction or administrative action for "sex offenses" and cannot be placed in the restricted section; receiving commanders are required to review these notations.

Mr. Sullivan reviewed the provisions in the FY 2014 NDAA regarding sexual assault prevention and response reforms in the Uniform Code of Military Justice (UCMJ). The reforms focused on enhancing victims' rights and constraining the power of the convening authority. Article 6b enacted a crime victims' rights article in the UCMJ, which among other things provides the victim the right to be reasonably protected from the accused, the right not to be excluded from public proceedings, the right to be heard at hearings (e.g., a public confinement review hearing or sentencing hearing), and the right to receive restitution as provided by law. Additionally, effective June 24, 2014, the Air Force's Special Victims' Counsel pilot program, which provides legal assistance for victims of certain offenses such as sexual assault, will be expanded to all Services. Reforms were enacted to the Article 32 pre-trial process and will apply to all offenses committed on or after December 26, 2014. The scope of Article 32 investigations will now be limited to determining probable cause, and in most instances—including sexual assault cases—the preliminary hearing officer must be a judge advocate. Further, military victims will be given the option not to testify, and effective June 24, 2014, the clause that required commanders to consider the character and military service of the accused in making disposition decisions was removed. There will also be reforms to the post-trial process. Notably, the convening authority will not be able to set aside court-martial convictions except for certain minor offenses, and punitive discharge is now required for many sex offenses. There are also criminal law reforms. The statute of limitations is eliminated for sexual assault; consensual sodomy is repealed as an offense; retaliation against alleged victims is prohibited; and relationships between those in entry-level processing and training and their superiors are now prohibited.

SAPRO Annual Report, Prevention Strategy, and DoD Equity in the Report from the White House Task Force to Protect Students from Sexual Assault, June 2014

Col Alan Metzler, Deputy Director, SAPRO

For its June meeting, DACOWITS requested a briefing from SAPRO on the progress in making improvements in sexual assault prevention and response, as well as any updates on the implementation status of the sexual assault provisions of the NDAA for FY 2014.⁴

Col Metzler reported that the DoD FY 2013 annual report on Sexual Assault⁵ revealed that sexual assault reporting has increased by 50% overall. As discussed during the March briefing, SAPRO believes this is a demonstration that the system is working to make reporting more common, rather than a reflection of increases in the number of crimes being committed. About 10% of the reports came from incidents that occurred prior to service, as opposed to 4% of such reports in years prior. SAPRO takes action in every case, where it has jurisdiction and sufficient evidence, even when civilian jurisdictions would not. The DoD annual report on Sexual Assault is required by law and helps to inform Congress of efforts to improve sexual assault prevention and response. It did not include a prevalence survey, as that is conducted only in even-numbered years.

SAPRO believes that having a strategic approach to the problem is extremely important. SAPRO's current lines of effort include prevention, investigation, accountability, advocacy/victim assistance, and assessment. Among current initiatives are SAPRO's research and assessment team visits, which utilize SMEs from educational institutions and other locations across the United States to identify proven and successful prevention practices. Col Metzler said that commanders are taking the issue seriously, as illustrated by the increases in court-martial rates; 484 out of 707 cases proceeded to court-martial (68%), with 76% of offenders convicted of at least one charge.

The Committee suggested increased focus on Service member-on-Service member crimes for which the military would maintain jurisdiction. Members also questioned how prevalence of sexual assault is being measured, to which Col Metzler responded by mentioning a forthcoming survey by the RAND Corporation (RAND) that will provide data in compliance with the biennially mandated reporting procedure. RAND will administer a survey, including some of the same questions asked by the Defense Manpower Data Center (DMDC) in the past to maintain trend data. This survey will now include data from victims of sexual assault who have made restricted reports. Prevalence numbers will be made available as part of the report to the President by on December 1, 2014.

The Committee asked about the possibility of implementing procedures to identify and screen out offenders. Col Metzler cited research demonstrating that a history of committing sexual assault is the only known predictor of future commissions of sexual assault. The Committee also asked about whether Service members who have given restricted reports can receive services through the Department of Veterans Affairs. Col Metzler indicated that individuals who submit restricted reports are eligible to receive services at the Department of Veterans Affairs, including documenting Military Sexual Trauma (MST). He said that alcohol is involved in 50% to 60% of sexual assaults. Col Metzler reported that Special Victims Counsel and advocacy programs have been established to aid alleged sexual assault victims. Committee members were hopeful the new procedures for sexual assault victims would be helpful.



SAPRO Briefing, September 2014

MG Jeffrey J. Snow, Director, DoD SAPRO

In September, SAPRO briefed the Committee on benchmarks and metrics being used by the DoD to access progress on sexual assault prevention. In February 2014, the Joint Chiefs of Staff approved the report format and metrics and submitted them to the White House for approval. The report format will include a DoD overview, with metrics and non-metrics assessments, on prevention, investigation, accountability, and advocacy/victim assistance.

The report will include a Survivor Experience Survey, which is an opportunity for sexual assault victims to provide anonymous feedback on the military's response to sexual assault. It was developed to respond to a request from the White House to gauge whether victims demonstrate confidence in the reporting system. It is being fielded from June to September 2014 by the DMDC. The survey will include both restricted and unrestricted reporters; it will be the first time SAPRO has obtained feedback from restricted reporters.

Focus groups were also conducted by DMDC to obtain qualitative feedback and to help tell victims' stories. These occurred during July and August 2014. Focus group participants offered perceptions of training, victim services, reporting, policies, the command climate, and bystander intervention, and shared new ideas or recommendations to combat sexual assault in the military.

The report will include a Military Workplace Study by RAND. This survey is a response to congressional direction to have an independent estimate of the prevalence of sexual assault. Previous estimates have been generated by DMDC through the WGRS. The topline results from RAND will be included in the report to the President, and the full results will be included in SAPRO's annual report, which will come out in spring 2015. The study will be conducted in a manner that will allow for comparing the data for prevalence from previous years.

SAPRO worked with the White House to decide the best metrics. The metrics will be used to assess whether the program is working the way it was intended. Twelve metrics are being used; for each, SAPRO provided the related line(s) of effort, the type of metric (e.g., input, output), the projected data sources, and whether it is a new metric as of 2013 or if there is existing trend data. The 12 metrics include 1) past year prevalence of unwanted sexual contact; 2) prevalence vs. reporting; 3) bystander intervention experience in past 12 months; 4) command climate index—addressing continuum of harm; 5) investigation length; 6) all certified SARC and Victim Advocate personnel currently able to provide victim support; 7) victim experience: SARC/Victim Advocate Council support, special victim counsel support; 8) victims declining to participate in military justice process; 9) victim retaliation: victim perspective, command climate perspective; 10) victim experience: victim kept informed regularly in the military justice process; 11) Service members' perceptions of leadership support for the Sexual Assault Prevention and Response (SAPR) process; and 12) reports of sexual assault over time. A distinction is made between metrics, which are measures for which the DoD can influence the outcomes, and non-metrics, which are quantifiable but will not be used to measure performance. The non-metrics address the military justice process and SAPRO will make no effort to direct those aspects or outcomes, as doing so may constitute illegal or undue command influence on military justice. SAPRO provided six non-metrics: 1) command action—case dispositions; 2) court-martial outcomes; 3) time interval: report to sexual assault court outcome; 4) time interval: report to sexual assault non-judicial punishment (NJP) outcome; 5) time interval: initial disposition decision; and 6) DoD action in sexual assault cases declined by civilians. The report will

include comparisons to previous years for existing measures; new metrics will be examined closely to decide whether they provide the needed information.

Sexual Harassment Complaints Process Briefing, March 2014

Mr. James Love, Office of Diversity and Military Equal Opportunity

In March 2014, the Committee received a briefing based on its request to the Office of Diversity Management and Equal Opportunity (ODMEO) to provide information on the way in which sexual harassment cases are investigated and adjudicated, including the role of the chain of command.


Mr. Love briefed the Committee on the DoD's guidance for processing sexual harassment complaints. Upon receiving a sexual harassment allegation, the commanding officer (CO) is required to forward the allegations within 72 hours to the next superior officer in the chain of command who is authorized to convene a general court-martial and is required to commence an investigation of the allegations. The investigation should be completed within 14 days, after which the CO submits, within 20 days, a final report on the investigation results to the next superior officer in the chain of command. The report must include the action taken as a result of the investigation. If the investigation is not completed within that time, the CO submits a report on progress made in the investigation to the next superior officer in the chain of command within 20 days, with follow-ups submitted every 14 days until the investigation is completed. At a minimum, the final or progress report must contain the name of the investigating officer, whether the allegations were substantiated, the projected or final date of the investigation, a copy of the investigating officer's final report, and a legal sufficiency review. Information about specific actions taken against an individual is not disclosed unless it is a matter of public record, such as court-martial proceedings. After adjudication, reports are kept in a local file on the installation.

Mr. Love reported that these procedures trace back to a 1997 directive-type DoD memorandum⁶ and in practice are followed by the Services. They were not otherwise specified. Mr. Love expects sexual harassment complaint procedures to be published as comprehensive DoD-wide guidance in July 2014. A Committee member contrasted the sexual assault investigative process, in which the CO is required to report the incident and the ensuing investigation takes place outside the chain of command, and the sexual harassment process, in which the entire process is overseen by the CO inside the chain of command. Also, in response to a member question, Mr. Love stated that the NDAA-mandated review that would consider combining the offices for handling sexual assault and sexual harassment investigations has not started and there is no timeline for its completion.

Sexual Assault/Sexual Harassment Alignment, September 2014

RDML Richard P. Snyder, Director, 21st Century Sailor Office, Navy, and COL Geoffrey Catlett, Chief of Staff, HQDA SHARP Program, Army

In 2013, DACOWITS recommended combining efforts to combat sexual assault and sexual harassment into one program, as experts both inside and outside the DoD recognize a strong correlation between the two. To that end, DACOWITS requested briefings from the Navy and the Army about their reasoning and the benefits, challenges, and lessons learned from aligning the programs. This topic was also briefly discussed during the December SAPRO brief, as outlined above.



Navy: The Navy has combined some aspects of its sexual harassment and sexual assault programs, but kept others separate due to the different goals and statutory requirements of the two programs. The 21st Century Sailor Office, created less than two years ago, focuses on addressing destructive activities by Service members. The Office has five branches: 1) Behavioral Standards (fraternization, hazing); 2) Suicide Prevention and Operational Stress Control; 3) Total Sailor Fitness (programs for family readiness, drug and alcohol, physical readiness, fleet and family support, and retired activities); 4) Sexual Harassment Prevention and Equal Opportunity; and 5) Sexual Assault Prevention and Response. The five programs are combined under one office, because behaviors fall under a continuum of harm. The Navy believes that if it can inhibit the culture that fosters negative behaviors such as sexual harassment, it has a better chance of preventing sexual assault. Bystander intervention, for example, can stop not only sexual assault, but also other destructive activities. The goal of the Office is to apply these efforts more broadly across multiple programs. Combining the programs under one office forces the heads of each program to be in continuous communication.

However, the Navy feels it is important to keep some aspects of the sexual harassment and sexual assault programs separate within the Office, since sexual harassment is a form of discrimination and sexual assault is a crime. Though prevention efforts are similar, the response and reporting efforts are different for sexual harassment and sexual assault. The goals for each program are also slightly different; the Sexual Harassment/Equal Opportunity Office focuses on creating a workplace free of discrimination, while the Sexual Assault Office focuses on preventing a crime.

A lesson learned from combining the programs is the continued emphasis on ensuring that sailors understand the difference between sexual harassment and sexual assault. The 21st Century Sailor Office wants those Service members who feel they have been victimized to come forward so the Office's trained professionals can decide whether sexual harassment or sexual assault was experienced and how to best care for the victim. The Office reports to the Deputy Chief of Naval Operations (DCNO). The Office believes that in relation to its goals and objectives, success will mean that every sailor will know what a destructive behavior is, why it is wrong, how to prevent it, and how to respond should it occur.

The Committee inquired about the possibility of tracking offenders by documenting the behavior on their fitness reports. RDML Snyder said there is a sophisticated system in place for tracking sexual assault offenders, but tracking such offenders is dependent upon the outcome of the case, as documentation varies based on the case and can include notations on fitness reports as well as other methods such as letters of reprimand or administrative separation.

Army: In 2009, the Army combined SAPRO and the Prevention of Sexual Harassment (POSH) program into one program, SHARP, based on a model by clinical psychologist, Dr. David Lisak. The Army accepts the interconnectedness of sexual harassment and sexual assault behaviors and believes that a combined program is best suited to addressing those behaviors. One challenge is getting soldiers and leaders to understand the relationship between sexist attitudes and sexual harassment or sexual assault behaviors. Tracking and understanding reporting is also difficult due to a high rate of underreporting sexual harassment. The Army believes leadership is a key part of the solution to these problems. In addition, the Army believes that a poor command climate can hinder bystander intervention. The Army's current emphasis is on character; there is no longer tolerance based on the attitude that if a soldier is competent, his or her crude behavior can be excused. An Army Training and Doctrine Command (TRADOC) survey of 15,000 participants asked an open-ended question about what "professional" means and responses did not include words to describe character; the Army acknowledged that it has a long way to go to change its culture.

The Committee inquired whether the Army has noticed reluctance or fear among leaders, causing male leaders to be unwilling to mentor women. COL Catlett believes in some cases male leaders are wary of being accused of inappropriate behavior, but he views this as a healthy fear. The Committee also inquired about the SHARP Academy. COL Catlett described it as a way to professionalize the advocacy corps. It includes a 7-week training course for SARCs and Victim Advocates, an 8-week course for program managers, and a 10-week course for trainers. Additionally, the Chief of Staff of the Army made the decision last year to pull SHARP out of a subordinate directorate and to make the Office report directly to the Army G1. Now the Office has more flexibility in responding to senior leaders and Army staff.

Summary of Focus Group Findings

During the 2014 focus groups, participants were prompted to discuss the relationship between military culture and sexual harassment as well as their opinions about preventing sexual harassment. The focus groups on sexual harassment and culture included 10 groups with servicewomen and 10 groups with servicemen. Half of the groups were composed of junior enlisted (E1-E4) Service members and half were conducted with mid-grade and senior enlisted (E5-E9) Service members.

Perceptions of Incidence of Sexual Harassment and Sexual Assault


Participants held a variety of perceptions regarding the incidence of sexual harassment and sexual assault. A commonly held belief was that both sexual harassment and sexual assault were underreported due to an overall lack of confidence in the ability of the system to hold offenders accountable. Participants also attributed the perceived underreporting to victims' fear of feeling ostracized by member(s) of their unit after filing a complaint.

Circumstances Increasing the Likelihood of Sexual Harassment and Sexual Assault

Many participants expressed the sentiments that sexual harassment can lead to sexual assault and that offenders first will test a Service member's boundaries to see what they can and cannot get away with. Other factors that could potentially increase the likelihood of a sexual harassment and/or sexual assault occurrence include deployments and/or close living quarters, alcohol usage, inadequate leadership, insufficient bystander intervention, younger Service members without an understanding of appropriate behaviors, and the low percentage of servicewomen present in the military overall, which leads to women being targeted proportionately more than men.

Impact of Military Culture on Sexual Harassment and Sexual Assault

Military culture was occasionally referenced as being conducive to sexual harassment. Some participants described how some men feel that because they are part of a "good old boys" network, they are protected from punishment. Participants believed that certain groups of Service members do not report inappropriate behavior in order to shield their peers from punishment. Other participants thought that incidences of sexual harassment and sexual assault are not higher in the military as compared to the civilian sector, but instead simply are reported more often due to increased training on the topic. Some male participants explained how they avoid interacting with servicewomen for fear that their words and/or actions may be misinterpreted. There was also a common belief among participants that a general bias against women within the military culture prevents



them from reporting sexual harassment and sexual assault. Overall, participants stressed that leaders create a culture that either tolerates or does not tolerate sexual harassment and sexual assault.

Preventing Sexual Harassment and Sexual Assault

On individual levels, participants described how establishing firm boundaries and supporting bystander intervention can help prevent sexual harassment and sexual assault. The presence of a positive mentor also was listed as a way to prevent sexual harassment and sexual assault. On the systemic level, participants described several ways that the military could prevent sexual harassment and sexual assault; these include increasing transparency, reducing the fear of reporting, and administering consistent and appropriate punishment to offenders. Improving training was mentioned frequently as a way to reduce the occurrence of sexual harassment and sexual assault as well. Specifically, participants said that the amount of training focused on preventing sexual harassment and sexual assault is excessive; interactive, realistic training scenarios are well received; showing the victim's point of view has a greater impact; and leaders should attend training to set a good example.

Confidence in the System to Hold Offenders Accountable

A minority of participants felt that the system to hold offenders accountable is working well. The majority of participants, however, lacked confidence in the system to hold offenders accountable. The presence of double standards was a common theme; participants described favoritism, cases brought forward by women being given greater attention than cases brought forward by men, an automatic assumption that men are guilty, and unequal treatment among ranks. Some participants described abuse of the system, such as the filing of false reports. Finally, women participants, more commonly than men participants, expressed their general mistrust in the system and their perceptions of a lack of accountability within the reporting system.

Relevant Literature and Other Resources

This section presents literature and other resources relevant to the prevention of sexual assault and sexual harassment in the military beyond the information referenced in the briefings and materials provided to the Committee described above.

Incidence of Sexual Harassment and Sexual Assault

In May 2014, the DoD published its FY 2013 Department of Defense Report on Substantiated Incidents of Sexual Harassment in the Armed Forces,⁷ which outlined detailed findings establishing a baseline for substantiated and unsubstantiated informal and formal sexual harassment complaints. The Military Services and National Guard Bureau reported 1,266 formal and informal sexual harassment complaints in FY 2013. Fifty-nine percent were substantiated complaints; 89% of the formal complaints investigated at the close of FY 2013 were completed, with the remaining 11% pending completion. Alleged repeat offenders comprised 11% of formal sexual harassment complaints. In spring 2014, the DoD also published its Annual Report on Sexual Assault in the Military: Fiscal Year 2013.⁸ There were a total of 5,061 reports of alleged sexual assault filed in FY 2013; as noted in several of the SAPRO briefings, this marked a 50% increase in reports since the previous fiscal year. Fifty-four percent of alleged sexual assaults were Service member-on-Service member crimes. Overall, 3,768 allegations were unrestricted reports and 1,293 remained restricted at the end of FY 2013.

Publicizing the Outcome of Sexual Assault Cases


In 2011, DACOWITS made a three-fold recommendation to publicize the outcomes of sexual assault cases more broadly within the military with the belief that it would be helpful in reducing the number of sexual assaults; this recommendation was based on 2011 focus groups during which participants demonstrated a general lack of awareness around the eventual outcome of sexual assault cases. For these participants, not knowing the results of sexual assault cases was associated with a lack of confidence in the system to hold offenders accountable.⁹ These focus group participants recommended publicizing case information and outcomes as a way to reinforce how important combating sexual assault is to the military, installation, and unit.

Currently, some information regarding the outcomes of sexual assault cases is publicized within the military. For example, the Navy Times publicizes the verdicts of the courts-martial each month¹⁰; the publicized information typically includes the name of the offender, the crime, the date and location of the crime, and the sentence. While these monthly reports include crimes such as battery and drug possession, they also include information on sexual assault crimes. There is currently no standardized approach in what the Services are doing to publicize such offenses.

Literature around the publication of information about sex-related offenses remains largely limited to the civilian sector and focuses on the impacts of sex offender registries and mandatory notification systems. As discussed below, data showing the impact of general sex offender registries for the civilian population are limited and mixed. Implementing such policies within the military may have different positive, negative, and unintended impacts on the military population given its many unique characteristics.

Sex offender registry laws—collectively and informally known as Megan’s Law—require offenders found guilty of sexual offenses, including those listed under the UCMJ by U.S. court-martial, to register with public sex offender registries in their states of residency or the states in which they are employed.¹¹ Several studies have documented the impact of sex offender registration and notification laws in civilian society. Notification has been correlated with decreases in sex-related offenses, particularly offenses against friends and acquaintances; however, there is little evidence to support a correlation between notification and decreases in crimes against strangers.¹² Community notification also has been found to deter first-time offenders, but may increase recidivism for registered offenders.¹³ Broad community notification also may reduce the length of time to a sex re-offense significantly.¹⁴ One study established that very few sexual abuse professionals believe that community notification is an effective method in reducing sexual offenses, but about half believe that all sex offenders should be subject to public disclosure; a majority also believes in the helpfulness of therapeutic intervention to reduce recidivism.¹⁵

While public notification of sex-related offenses and offenders may help prevent the occurrence of such crimes by deterring potential offenders, research suggests that the majority of citizens have not accessed registry information; while they know the information is available, few took any preventative measures as a result of learning sex offender information.¹⁶ Some participants in a study of male sex offenders noted positive effects of Megan’s Law, including motivation to prevent re-offense and increased honesty with friends and family; one-third of these participants, however, had experienced dire events such as the loss of a job or home, property damage, or threats as a result of the law.



While data on the impact of publicizing information about sex-related offenses and offenders is limited,¹⁷ evaluations of the effectiveness of such policies are particularly lacking within the military. The White House Task Force to Protect Students From Sexual Assault¹⁸ initiated efforts in January 2014 to reduce sexual violence on college campuses. According to the June SAPRO briefing outlined above, the DoD is following the recommendations outlined in the White House Task Force's initial report. Given the additional research still to come from the Task Force, the DoD and the Services may be able to leverage the lessons learned about preventing sexual assault within the insular communities of college campuses and to apply these findings to the military.

Recommendations and Continuing Concerns

This section provides DACOWITS' 2014 recommendations on sexual harassment and sexual assault prevention and response and summarizes the reasoning in support of these recommendations. The recommendations and reasoning are based on the research and resources summarized in the previous sections of this part of Chapter II.

Recommendation 1: DoD should require the Services to publicize reports of sexual assault and their dispositions in a simple format accessible to a wide military audience, to be used in required training and other venues.

Recommendation 2: DoD should require the Services to direct local commanders to publicize this same information, including information on reports and dispositions, at their specific installations.

Recommendation 3: Sexual assault case disposition information to be publicized should include the number of reports and type of disciplinary actions taken as a result of sexual assault investigations. Reasons should be provided for cases in which no disciplinary action is taken.

Reasoning

These recommendations essentially repeat ones made by DACOWITS in 2011. Since that time, DACOWITS continues to hear in focus groups that Service members are often unaware of resulting disciplinary action (or other action) on reported sexual assaults. This lack of awareness results in Service members concluding that sexual assault offenses are disregarded, and it may suggest to offenders that they are at little risk of being held accountable; it also could lead to a lack of confidence in the SAPR process. Consequently, unwillingness to report sexual assaults continues, as does a perceived lack of transparency within the process.

The DoD Sexual Assault Prevention Strategy¹⁹, endorsed by the Secretary of Defense on May 1, 2014, lists recommended actions consistent with our recommendations: "Publicizing the punishments for misconduct or criminal offenses consistent with law and Department of Defense regulations." Additionally, the Strategy gives as an example of a deterrence tactic: "To the extent permissible by law and policy, publicizing court-martial results."

All offenders and victims need to understand thoroughly the reasons why, in some cases, disciplinary actions are not taken. There is a perception that when no punishment is imposed, the system has once again failed, the crime was never tried, and the offender was never held accountable for his or her actions. In order to sustain the trust and confidence of our Service members, and to ensure that offenders are fully aware that they will be held accountable, COs should share the reason(s) for their decisions.

In summary, DACOWITS would like to see greater and more consistent attention given to publicizing sexual assault cases and their final dispositions at all levels up and down the chain of command.

Continuing Concern: Tracking of Members Who Have Committed Sex-Related Offenses

Reasoning

DACOWITS continues to be interested in initiatives and efforts to eliminate sexual assault in the military. One provision of the NDAA for FY 2014 requires that when a Service member is either convicted by a court-martial, or receives non-judicial punishment or punitive administrative action for a sex-related offense, a notation to that result must be placed in the unrestricted portion of the member's service record, regardless of the Service member's rank. The purpose of the inclusion of this information in a service record is to alert future commanders if a Service member new to their command has committed such offenses. The law requires review of the personnel record notations by the commanding officer. OUSD(P&R) requested that the Services develop their procedures and issue directives to comply with this requirement by August 22, 2014.


DACOWITS believes that in order to address repeat crimes and reduce the incidences of sexual assault, the Services should keep track of those who commit sex-related offenses. During installation visits, military leaders relayed to DACOWITS that Service members with records of offenses may be transferred to new units without commanders knowing of past complaints and disciplinary action. Several leaders expressed the desire to have records of prior offenses of those under their command so as to be able to identify and appropriately address any repeated occurrences.

It is important that the Services ensure that this documentation is occurring as directed and that commanders are receiving this information when new Service members report to their commands. In the case of joint command assignments, Services will need to coordinate this sharing of information carefully as Service members are assigned between the different Services.

Continuing Concern: Military Justice Reform

Reasoning

In its 2013 report, DACOWITS recommended that the DoD support pending legislation that would remove prosecutorial decision-making involving serious crimes, including sexual assault, from the chain of command, except for crimes that are uniquely military in nature. DACOWITS based its recommendation on the fact that we continue to hear from Service members that victims do not come forward because they lack confidence in the system: they do not think their complaints will get a fair hearing; they do not think offenders will be held accountable; and they fear reprisal. The DoD did not support this legislative change and the reform proposal failed in the Senate, although it garnered a simple majority vote.



The President, in signing the NDAA for FY 2014, instructed Secretary Hagel and Chairman Dempsey “to continue their efforts to make substantial improvements with respect to sexual assault prevention and response, including the military justice system,” and to report back to him with a full-scale review of progress.²⁰ He added that if he did not see the kind of progress he expects, then additional reforms may be required. That report was due to the President on December 1, 2014. DACOWITS intends to follow this issue closely in the coming year.

Continuing Concern: Combined Sexual Harassment and Sexual Assault Programs

Reasoning

In its 2013 report, DACOWITS recommended that the DoD and all the Services should combine their efforts to prevent and respond to sexual harassment and sexual assault into one program. DACOWITS based its recommendation on the fact that experts inside and outside the DoD recognize a strong correlation between the occurrence of sexual harassment and sexual assault. Sexual harassment is a continuing and serious problem and programs to address sexual harassment (distinct from sexual assault) are under-resourced and under-emphasized. We urged the DoD and all Services to combine the two programs. DACOWITS intends to follow this issue closely in the coming year.

Reproductive Health Care for Military Women

The Committee’s interest in this topic is based on its belief that reproductive health care is critical to the wellness and readiness of military women and therefore the overall force. DACOWITS studied health care for servicewomen in 2003, 2007 and 2012, and continued to follow the issue in 2013. The Committee’s focus in 2014 was on the availability of reproductive health care to Service members; specifically, efforts by the Services to provide military members with family planning options and contraceptive care.

This part of Chapter II is organized into the following sections:

- Summary of Focus Group Findings
- Relevant Literature and Other Resources
- Continuing Concern

Summary of Focus Group Findings

While not a specific topic of the 2014 focus groups, challenges related to pregnancy, postpartum issues, and breastfeeding were identified by several focus group participants. These challenges included insufficient time to return to pre-pregnancy weight and to prepare for physical fitness tests after giving birth, and inadequate lactation facilities. In addition, when prompted about making recommendations to the SECDEF, some participants listed concerns about limited access to or poor quality health care, including the inconsistent availability of contraception.

Relevant Literature and Other Resources


This section presents some of the relevant literature and other resources on reproductive health care services and policies for military women, beyond the information provided above.

In 2012, DACOWITS studied the health of deployed servicewomen as a result of the increasing number of women being deployed to field environments since the Committee previously examined the issue in 2007. Focus group participants from DACOWITS' installation visits in 2012 indicated improvements in health care for women during deployment, but continued concerns with urinary tract infections (UTIs) and access to contraception. Participants also indicated a need for information specific to women's health and described a hesitancy to seek medical care due to a lack of confidence in medical personnel, which echoed the Committee's findings from 2003.^{21,22}

Since 2012, roles for women in the military have continued to expand and evolve. Progress has been made in Service members' access to family planning, contraceptive care, and general reproductive health. In a recent report, the Government Accountability Office (GAO) found that as part of pre-deployment preparations, servicewomen are screened for potential deployment-limiting conditions, such as pregnancy. Such screenings help to ensure that many female-specific health care needs are addressed prior to deployment. Additionally, at the 15 selected locations GAO visited in Afghanistan and aboard Navy vessels in producing the report, health care providers and most servicewomen indicated that the available health care services generally met deployed servicewomen's needs.²³

Despite this progress, recent studies have indicated continuing challenges with Service members' access to reproductive health care. In an editorial in the journal *Obstetrics and Gynecology*, Dr. Raine-Bennett proposed that while TRICARE covers most prescription contraception, there are many barriers for servicewomen accessing contraception, including lack of adequate contraceptive counseling, logistical difficulties for deployed women, and confusion around prohibition of sexual activity in the military (echoing DACOWITS' 2012 focus group findings²⁴). She went on to recommend that health care providers who see women before they deploy should not assume that the women will not be sexually active.²⁵ In addition, military treatment facilities (MTFs) are required to stock only certain contraceptives, although several other commonly used contraceptives are covered by TRICARE.²⁶ For example, MTFs are not required to stock long-acting reversible contraception (LARC) like intrauterine devices (IUDs) and implants or modern contraceptives like the vaginal contraceptive ring; these contraceptives could help women to follow oral contraception protocols properly during deployment.

Furthermore, two seminal studies assessing women's health care while deployed in Operation Iraqi Freedom (OIF) found that 22% of participants received no gynecologic exam in the past year, contraceptive patches fell off in 58% of cases, 43% of participants changed contraceptive methods because of unavailability, and 44% of participants were not able to access gynecologic care.^{27,28} Nearly 40% of women who needed gynecologic care while deployed in Iraq had to use either a ground convoy or an aircraft in order to get to a location where they could obtain care, putting them at additional risk.²⁹



Furthermore, in 2012 the U.S. Preventive Services Task Force (USPSTF), the American Cancer Society, and other medical groups released new cervical cancer screening guidelines.³⁰ These guidelines recommend that Pap tests be conducted every three years instead of annually and that such screenings are recommended only for women ages 21 or older. In December 2013, the Navy and Marine Corps adopted these recommendations.³¹ Receiving a Pap test every three years instead of annually could result in servicewomen having fewer opportunities to discuss options for contraception with women's health specialists.

Continuing Concern

Continuing Concern: Family Planning, Contraceptive Care, and General Reproductive Health Care

Reasoning

The Committee remains interested in assuring the highest quality health care for our Service members and their families. In its 2012 report, DACOWITS identified expanding the availability of reproductive health care in the military as a continuing concern. In its report for 2013, DACOWITS recognized that family planning can increase overall mission readiness and improve quality of life for military members; therefore, it recommended that all Services implement programs to inform Service members of the importance of family planning, educate members on the methods of contraception, and make various contraceptive methods available. The Committee remains concerned about the barriers, both informal and formal, to access family planning, contraceptive care, and general reproductive health care for all Service members and their families.



Defense Advisory Committee on Women in the Services

Chapter 3

Assignments Research and Recommendations

The Committee studied three Assignments topics in 2014: the accessions of enlisted women, the accessions and full integration of women into closed positions and units, and the career progression and mentoring of women in the military. The Committee also examined how military culture relates to these topics and continued to monitor the Services' responses to its 2012 and 2013 recommendations that the Services work collaboratively to provide women with properly designed and fitted combat equipment expeditiously. To study these issues, the Committee received briefings from DoD- and Service-level SMEs, gathered primary data during installation visits through focus groups with Service members, and examined relevant literature and other resources. This chapter is divided into three sections: A) accessions of enlisted women, B) effective and full integration of women into closed positions and units, and C) career progression/mentorship. The Committee's recommendations and continuing concerns are provided for each section.

Accessions of Enlisted Women


The Committee's 2014 study of outreach and recruiting, accessions, and representation of enlisted servicewomen was prompted by the low percentage of women in the military and the Committee's continued concern that the Services have the strongest possible pool of highly qualified individuals to meet the need in the coming years. The study complements the Committee's 2013 examination of the accessions of women officers.

This part of Chapter III is organized into the following sections:

- Summary of Briefings and Information Presented to DACOWITS
- Summary of Focus Group Findings
- Relevant Literature and Other Resources
- Recommendations

Summary of Briefings Presented to DACOWITS

The Committee received four sets of briefings, on the accessions of enlisted women. In March, the The Committee received four sets of briefings, on the accessions of enlisted women. In March, the Services presented information on the recruitment and accessions of enlisted women, including current and historical numbers of enlisted women and recruitment goals. In June, the DoD's Joint Advertising Market Research and Studies group (JAMRS) briefed the Committee on the recruitment marketplace; additionally, the Office of the Secretary of Defense (OSD) Office of General Counsel (OGC) and the OUSD(P&R) Deputy Director of Accession Policy presented information on the DoD's guidance to the Services regarding the use of goals, targets, or benchmarks for recruitment. In September, the Services



briefed DACOWITS on current outreach and recruitment efforts aimed at increasing the propensity of women to serve and increasing female accessions. This section presents highlights from the briefings the Committee received. For a full list of briefings and information presented to DACOWITS in FY 2014, see *Appendix H*.

Services' Briefings on Accessions of Enlisted Women, March 2014

Col Jeffrey Smitherman, Marine Corps; CDR Brent Phillips and CDR Michael Wheeler, Navy; CDR William Makell, Coast Guard; Ms. Tina Strickland, Air Force; Mr. Paul Aswell, Army

To begin its 2014 study of the accessions of enlisted women, the Committee sought information from the Services on the recruitment and representation of enlisted women, including numbers of women in the force over the past 10 years as well as recruitment goals.

Marine Corps: Col Smitherman briefed on the Marine Corps' efforts to attract and retain enlisted women. The Marine Corps sets a yearly numerical accessions goal, or "target" for women, which has been met or exceeded every year since 2004. Over the last 10 years, the Marine Corps has increased the percentage of women enlisted accessions from 7% in 2004 to 9% in 2013, and will likely continue to increase in the future as the Marine Corps draws down its force and maintains the target for the number of women coming in. The Marine Corps adopts the same recruiting philosophy for men and women recruits, although it does use some forms of marketing that are targeted to women specifically (e.g., print/online ads prominently featuring women Marines). Col Smitherman stated that JAMRS has conducted market assessments showing that women have the lowest propensity to serve in the Marine Corps, of all the Services. Lastly, Col Smitherman reported that enlisted retention rates for men and women Marines over the past 10 years are statistically very similar. The Marine Corps efforts to retain women are similar to those used for retaining men, such as formal counseling with Marines considering leaving the Service. The Marine Corps also uses professional female organizations to promote retention, career development, and mentorship, such as the Women Marines Association.

Navy: CDR Phillips and CDR Wheeler briefed on the Navy's efforts to recruit and retain enlisted women. The Navy sets yearly goals for the percentage of enlisted accessions that are women, which have been met in eight of the last 10 years. The current goal is 23%. The biggest predictor for women enlisting in the Navy is positive forms of personal contact with a recruit; the Navy uses seven affinity groups (e.g., the Society of Women Engineers) to initiate this kind of contact. The Navy's women recruiting initiatives are informed by JAMRS studies, and are focused on dispelling cultural myths such as, "The Navy is a man's job," and "Only traditional female jobs are available in the Navy." These efforts include information resourcing, marketing and advertising, and community outreach and engagement. The Navy provides a number of programs (e.g., mentoring and the Career Intermission Program) and initiatives to retain highly qualified sailors, both men and women.

Coast Guard: CDR Makell briefed the Committee on the Coast Guard's efforts to attract and retain enlisted women. The Coast Guard is in the midst of significant downsizing and has lost 67 recruiting billets and closed 17 recruiting offices this fiscal year. Currently, women comprise 14% of the enlisted population, and CDR Makell reported that the percentage is expected to rise. Between 2003 and 2008, women comprised approximately 15% of enlisted accessions in the Coast Guard. That percentage has increased significantly in recent years, and every year since 2009 women have comprised more than 20% of enlisted accessions, including more than 35% in 2013. The Coast Guard aggressively markets to women.

Forty percent of its media budget specifically targets women, and the Coast Guard uses strategic partnerships and heavily targets women's sports teams in marketing and promotion.

Air Force: Ms. Strickland briefed on the Air Force's efforts to attract and retain enlisted women. The Air Force does not have numerical targets or goals for accessions or overall representation of minority and gender groups in the Air Force, in accordance with Air Force policy. However, the Air Force is looking to increase the representation of women in the pool of applicants. The percentage of enlisted accessions comprised of women has actually decreased over the past 10 years in the Air Force, from 23% in 2004 to 19% in 2013. The Air Force has marketing and recruitment efforts targeted specifically to women, such as television campaigns featuring women in prominent roles. The Air Force also has changes for two long-standing policies that will be favorable for women: single parents can now serve with an approved dependency waiver, and commanders can now retain or re-access women that become pregnant during their initial training. Enlisted retention rates are very similar for men and women. The Air Force has several gender-neutral retention programs (e.g., the Career Intermission Pilot Program and reenlistment bonuses).


Army: Mr. Aswell briefed on the Army's efforts to recruit and retain enlisted women. He reported that the Army has no recruiting goals for women specifically. The Army has made recent strides in opening occupational specialties to women and, in these recently opened specialties, 15% to 30% of new Active Army privates are women. Young men have a 5% to 10% lower attrition rate than young women, but after the first term, enlisted retention rates are similar across genders. Mr. Aswell stated that the Army is trying to address a recently detected drop among women's propensity to serve in the Army. The Army is engaged in new marketing and outreach efforts with an increased focus on women, and 20 of its 46 FY 2014 projects emphasize women. For example, the Army was a sponsor of the documentary "Unsung Heroes: The Story of America's Female Patriots," to be shown on public television later this year.

Accessions of Women, June 2014

Dr. Katherine Helland, Director, Joint Advertising Market Research and Studies;
Mr. Christopher Arendt, Deputy Director, Accession Policy, Military Personnel, OUSD(P&R)

During the March meeting, several of the Services reported using JAMRS research in setting recruitment goals based on women's propensity to serve. To further understand this research and its potential impacts on the accessions of enlisted women, the Committee sought briefings from JAMRS as well as OUSD(P&R) to explain the JAMRS research and to gain additional insight on the factors affecting women's propensity to serve.

JAMRS: Dr. Helland briefed the Committee on JAMRS and some of its recent research. The core mission of JAMRS is to meet the shared information needs of recruiting commands for all of the Services. JAMRS briefed the Committee on the results of two studies: the Youth Market Survey, which is a nationally representative survey of 16- to 24-year-olds on propensity to join the military, and a survey with new recruits that is conducted at the Military Entrance Processing Station (MEPS). This research revealed that very few women have an interest in military service, partially due to women's greater interests in education and professional careers, which women often see as incompatible with military service. Women also lack confidence in their ability to be successful in military service, as seen in both the national survey and the survey of new recruits. Women recruits also expressed more



concerns than their male counterparts did about leaving family and friends and completing boot camp. The survey showed that women often come to the decision to join the military later in life than men and that recruiters play a particularly important role in sparking women's interest in the military and in influencing their decisions to join.

Women also express a low propensity to serve as officers, despite higher education requirements of the officer corps. Propensity rates for military service are lower for both men and women compared to past decades; JAMRS believes this is particularly the result of the perception of many youth that the military lifestyle is undesirable or unattractive. JAMRS also suggested that a lack of familiarity with the military might also be a factor.

The Committee asked about the effect of rescinding the combat exclusion policy on women's accessions, and was told that there has not yet been an apparent effect. Furthermore, it asked whether Operation Enduring Freedom/Operation Iraqi Freedom (OEF/OIF) have deterred women from joining the military, and was told that younger individuals are not knowledgeable about recent wars.

OUSD(P&R): Mr. Arendt reported that among women, the Air Force is the most desired Service, with the Army and Navy as the next most desired, followed by the Marine Corps. Committee members thought that parents may serve as the strongest reference point for their children and may be inclined to suggest women serve in one Service over another. Committee members also thought targets for the numbers of women might serve as constraints, or ceilings, on the number of women serving. DACOWITS has recommended more effort and resources be placed on finding women candidates for the officer corps. Members suggested more could be done to increase the accessions of enlisted women. Mr. Arendt suggested that numbers might reflect a natural ceiling, although more jobs will be available with the end of the combat exclusion policy. Before the onset of the all-volunteer force in 1973, the proportion of women in the military was restricted. After restrictions were lifted, the proportion of women increased but has been relatively stable, and has averaged about 17% for the last 20 years. Mr. Arendt said that only 8% of women, compared to 21% of men, show a propensity to serve.

Use of Goals in the Recruitment of Women, June 2014

Mr. James Schwenk, Senior Deputy General Counsel, Personnel & Health Policy, OSD Office of General Counsel; Mr. Christopher Arendt, Deputy Director, Accession Policy, Military Personnel Policy, OUSD(P&R)

DACOWITS requested a briefing on any DoD guidance to the Services with respect to establishing goals, targets, or benchmarks for the recruitment of women, and an explanation of the reason for, and the effect of, the different interpretations among the Services. The Committee had been told by the Air Force briefers previously that such goals or targets were unconstitutional and therefore the Air Force does not use them, despite the fact that the other Services do use specific goals.

OSD Office of General Counsel: Mr. Schwenk briefed the Committee on the use of "goals" or "targets," as opposed to "quotas." There is no legal interpretation that goals are unconstitutional, including numerical goals. As long as goals are not tied to specific actions, there is no legal conflict with having them. Quotas requiring mandatory representation, on the other hand, are not permissible.

The Committee expressed concern that the number of female enlisted accessions appears to be consistently low, suggesting a ceiling on women recruits. Mr. Schwenk stated this might be due to the policies that have limited positions available to women.

For recruitment, goals can be used, because outreach does not necessarily determine whether an individual actually joins the military. The Committee asked if it is possible to grade recruiters based on how many women they contact. A representative from the Air Force mentioned that the Chief of Staff of the Air Force is considering a similar approach to improve outreach.

OSD Office for Accession Policy: Mr. Arendt reiterated the difficulties inherent in having broad goals, since commanders could translate them differently. Mr. Arendt also cautioned that, in the DoD environment, people might not understand that a goal is not an order. The Committee again discussed the use of goals as obstacles to higher rates of service by women, and also discussed how current benchmarks may serve as ceilings. Mr. Schwenk discussed the importance of conducting a barrier analysis to identify reasons women do not join the military, as well as to identify reasons why they may leave.

Improving Female Accessions and Focused Recruitment, September 2014


Ms. Andrea Zucker, Army; CAPT David W. Bouvé, Navy; Col Terence D. Trenchard, Marine Corps; Col Joe Don Looney and Lt Col E. Jonelle Eychner, Air Force; LCDR Frances Fazio, Coast Guard

Outreach to and recruiting of women is essential to ensuring the military has the highest quality of individuals to draw from. In previous briefings DACOWITS has received, the Services identified female propensity to serve as the rationale for their current accessions rate for women. Because the Committee believes recruiters play an instrumental role in sparking women's interest in joining the military, the Committee requested briefings from all Services on efforts to influence the propensity to serve and to increase female accessions.

Army: Propensity to serve in the military is lower for women than it is for men, and only 5% of young women say they are likely to serve in the Army in the next few years. The Army's outreach efforts strive for gender, racial, and ethnic balance in marketing and advertising. Ms. Zucker highlighted some of the Army's marketing efforts targeting women. The Beyond the Uniform campaign on the GoArmy.com Website features life outside the Army, and the "Starting Strong" television show, which airs on the FOX network, features women soldiers in a significant number of stories. In addition, a 2-hour "Unsung Heroes" television documentary aired in May on the PBS network, featuring women from each of the Services, sponsored by the Army. The United States Military Academy (USMA) also conducted a direct mail campaign to high school women. The campaign received a 9% response rate. The Committee asked if the recruitment efforts aim solely to increase overall recruitment of women or if they also aim to increase the recruitment of women in non-traditional job fields. The briefer explained that marketing is designed to address the recruitment of women across all fields.

The Army continues to focus on propensity to serve; it is conducting a high-level, internal Recruiting 2020 Forum on September 18-19, 2014 and an Army Accessions workshop on September 23-25, 2014. The Committee asked if propensity to serve would change if enrollment in the Selective Service became mandatory for both men and women. Ms. Zucker thought that propensity would probably change, as women would have to think more seriously about military service.

Navy: CAPT Bouvé explained that, considering the pool of 17-22 year olds, if the market is narrowed down to the academically qualified, physically qualified, and propensed, that leaves 70,000 people each year for service, which is not enough to meet the DoD's recruiting needs. Consequently, the Navy



recognizes the need to reach out to the non-propensed to understand why they are reluctant to serve and to overcome those challenges. The percentage of female accessions in FY 2014 year-to-date is 23% for enlisted and 21% for officers. The recruitment goal for enlisted women is 23%, based historically on berthing limitations; there are no recruitment goals for female officers. Since 2003, the Navy has met female accessions enlisted goals even as they have increased. A cross-functional team has been created to reexamine and update recruiting goals, as needed, based on racks (berthing space); the team also is to examine potential to swap out berthing spaces used by men and women, to increase at-sea manning overall.

In addition to reaching out directly to prospective recruits, the Navy leverages influencers such as the Society of Women Engineers (SWE) and the National Association of Women MBAs (NAWMBA) to provide supporting messages. JAMRS data show that much of today's youth feel they are "well informed" about the military; often, though, they are misinformed, and these misconceptions need to be addressed by putting a human face on marketing efforts.

The Committee inquired about how much of the Navy's marketing budget has been spent on recruiting females. The Navy makes an effort to integrate females in all materials and advertising, though there are also some marketing and advertising programs that focus solely on women. One example is a video in production that includes female sailors from the USS EISENHOWER telling their personal stories. Overall, the marketing budget is between \$30 and \$50 million annually, which includes paid media and contracts with advertising agencies. The number of female recruiters is to increase; currently, 13% of recruiters are women, which is the highest percentage in Navy history. The Navy has also initiated a pilot program called "Active Mentor" that will allow servicewomen to answer questions that recruiters may not be in a position to answer in terms of what the Navy is really like for a woman. The Navy does not use any recruiting brochures targeting women, but it does target women through social media (e.g., Facebook: Women Redefined). The Committee inquired about targeting younger people through either parents or other efforts. The Navy is working to increase awareness among younger people through science, technology, engineering, and math (STEM) programs at schools. In addition, the Navy's Facebook page for parents has more than 87,000 followers. The Navy also is using former Navy Service members as advocates and spokespeople who can help act as message multipliers. The Committee inquired about how propensity to serve would change if enrollment in the Selective Service were to become mandatory for both men and women. CAPT Bouvé responded that, in his opinion, he does not believe requiring women to register for the Selective Service would influence propensity.

Marine Corps: Col Trenchard explained that the Marine Corps is committed to attracting, recruiting, and retaining those men and women who are eligible and best qualified to serve in a variety of Military Occupational Specialties (MOSs). Diversity enhances warfighting and keeps the Marine Corps connected with the American people. Currently, the accessions requirement is based on what the market will bear; the Marine Corps runs algorithms on propensity, retention, and throughput capacity to inform that requirement.

The Committee inquired whether the Marine Corps is considering changing its practice of separate basic training for men and women, as this appears to act as a limiting factor in the number of women that can be accessed into the Marine Corps. Col Trenchard responded that the Marine Corps has been supported by Congress in its decision to continue to separate the 12-week training for male and female recruits and feels it puts women in the best position to succeed when they join their male counterparts at occupational training.

The Marine Corps has used targeted advertising to women through a direct mail campaign to two million female high school students to heighten their awareness and to predict their needs. Pamphlets at the recruiter level, as well as social media platforms, are also used to target women. The Marine Corps' total advertising budget is typically between \$80 and \$100 million. The Committee inquired about how propensity to serve would change if enrollment in the Selective Service were made mandatory for both men and women. Col Trenchard felt unable to address the question without market research and analysis, however, he stated he would not feel comfortable having his daughters register.

Air Force: The Air Force has had challenges over the past four years with reports of sexual assault and misconduct in basic training. The Air Force is working to overcome these issues with marketing efforts. Reaching diverse audiences is a goal and priority, and these messages are infused in all social media and interactions with local community media outlets through local public affairs offices. The Air Force also targeted campaigns toward women, including the "I Am an American Airman" commercial. Recruiters can use this tool when they are speaking with women to increase their confidence that they can succeed in a career in the Air Force. Research and analysis on the effectiveness of these targeted advertising campaigns have shown that they work to reach the targeted demographic of women. JAMRS research is used to inform outreach. For example, the Air Force sponsors obstacles at Tough Mudder® and other events such as 5k and 10k races since these are events that are attracting women. During a time of decreasing budgets, recruiting, marketing, and advertising expenditures are being reduced. The Air Force's annual marketing and advertising budget is \$50 million; in previous years, the budget was around \$70 to \$80 million. The Air Force, like the other Services, is using outreach through STEM. In addition, certain policy changes have made the Air Force more viable to join. Specifically, allowing single parents to enter the Air Force with a family care-plan waiver in place and relaxing rules related to pregnancy during basic training could increase female accessions. The Air Force has also recently implemented the Career Intermission Pilot Program (CIPP), which allows men and women to take up to a three-year break in their service. The Air Force has recently begun an effort to set goals for the applicant pools for female officer accessions. Females have generally comprised approximately 20% to 22% of the applicant pool for officers; the goal increased in FY 2014 to 30% given the fact that 50% of women in the United States will be eligible to serve. The Air Force has not yet set a goal for enlisted women. The percentage of enlisted women is higher than the percentage of women officers. Approximately equal percentages of men and women are admitted into the Air Force Academy annually.

Coast Guard: The Coast Guard had a 38% female accessions rate this fiscal year, the highest rate ever for active duty females. The Coast Guard recruiting force decreased 20% since last year. Marketing is considered a force multiplier; the Coast Guard produced 19 videos focusing on enlisted ratings, half of which were devoted to women. Marketing materials for officers were updated in 2014, with half focused on women. Recruiting efforts use strategic advertising with words such as "women" and "sisterhood" that are placed in advertisements in key magazines (e.g., *Seventeen* magazine). On average, 30% of recruiters and military entrance processing station (MEPS) staff are women. The Coast Guard also uses officer networks to increase female accessions, with support from the highest levels of leadership on this initiative. In addition, outreach to women takes place at athletic events, 5k runs, and other events. Depending on the number of applicants coming through a recruiting office, the Coast Guard uses a group interview with multiple females so women can see other women



interested in joining the Service with them. Similarly, the Coast Guard tries to send women to boot camp together to foster bonding and decrease attrition.

Summary of Focus Group Findings

The 2014 focus groups, which focused on the topic of female accessions, included 10 mixed-gender focus groups with enlisted Service members. Half of the groups were composed of junior enlisted (E1-E4) Service members and half were conducted with mid-grade and senior enlisted (E5-E9) Service members. Participants were asked about the factors that influenced their decision to enlist/reenlist, their personal recruitment experiences, and the role of female leaders in recruiting and retaining enlisted women.

Factors Influencing the Decision to Enlist

DACOWITS asked participants what factors had influenced their decision to enlist. Educational opportunities were the most commonly reported factors, though participants also commonly reported enlisting because they were unable to find civilian employment. Having family members and friends who served was another commonly cited factor in the decision to join the military. In the mini-survey, DACOWITS asked participants if members of their immediate families served in the military. Of the 360 participants who answered this question, more than half (56%) reported having members of their immediate families who served. Some participants joined the same Service as their family member(s) due to greater familiarity with the Service's traditions, culture, and way of life, whereas others joined a different Service than their family member(s) because they had negative experiences growing up or their families disapproved of them joining the same branch of Service. Other participants viewed enlisting as an alternative to attending college; this group included both those who had started college, but dropped out, and those who had enlisted immediately after high school. Personal reasons for enlisting also were noted, including wanting to escape or avoid a bad situation, needing to "do something" with their lives, or desiring to travel. Several participants at first had desired to enlist into a different Service; their reasons for switching varied. DACOWITS asked participants whether the 2013 repeal of the 1994 combat exclusion policy played any part in their decision to enlist/re-enlist. Most participants indicated that the repeal of the combat exclusion policy did not affect their decisions to join the military or their decisions to remain in the Service.

Recruitment of Enlisted Women

Nearly twice as many participants reported positive experiences with recruitment than reported negative experiences. Most participants were very happy with their recruiters, regardless of whether the recruiter was male or female. The primary factors leading to their satisfaction were recruiters who gave them accurate and honest information, recruiters who worked with them to find jobs that matched their interests, and recruiters who simplified the enlistment process. The primary factor leading to dissatisfaction was recruiters who participants believed lied or told half-truths, particularly regarding the realities of the job and the likelihood of deployment. This was primarily mentioned by senior enlisted participants, potentially indicating a generational difference in satisfaction with recruiters.

Most participants stated that they sought out their recruiters, rather than the recruiters contacting them first. Other participants, however, mentioned having recruiters come to their high schools. When asked

what could be done to recruit more women, suggestions included having more female recruiters, emphasizing the important and varied jobs available to women, and increasing advertising focused on the recruitment of women.

Female Recruiters

It was common for focus group participants to express the importance of having female recruiters available to answer women's questions about being in the military, in a way that male recruiters often are unable to do. Others noted that female recruiters are better able to relate to other women, and that female recruiters depict that success in the military is possible for women.

Relevant Literature and Other Resources


This section presents relevant literature and other resources on the accessions of enlisted women, beyond the previously referenced briefings and materials provided to the Committee.

Factors Influencing Propensity to Serve

The Committee on the Youth Population and Military Recruitment, under contract with the National Academy of Sciences and the U.S. Marine Corps, undertook an examination of the effects of the attitudes and aspirations of America's youth on military recruitment, culminating in a 2003 report.³² Using data from two national surveys of youth, it examined factors influencing the propensity of youth to serve in the military, under the premise that decreasing trends in propensity to serve demand that the Services develop strategies to increase propensity to serve rather than simply attempting to recruit those youth who already are propensed. Though recruitment of the propensed had appeared to be the Services' primary strategy to that point, the report noted that there would soon be too few propensed youth to satisfy the Services' recruitment needs.

Analysis of the data from the two surveys identified several factors influencing young men and women's propensity to serve. The most important predictors of propensity included five beliefs: 1) the military is an acceptable place to work, 2) "doing something for my country" is important, 3) "opportunity for adventure" is important, 4) extrinsic values can best be attained from the military rather than from a civilian job, and 5) military service will earn parents' approval.³³ Based on these findings, this 2003 report concluded that increasing propensity to serve would require developing a renewed sense of patriotism and adventure in America's youth, as well as convincing youth that the military is the best place to achieve these goals and to obtain important extrinsic incentives like pay, benefits, and job security. The authors emphasized that changes to recruitment strategies are a primary means for doing this. They suggested a focus on increasing the propensity of youth to join the Services in general, rather than a focus on the benefits of one specific Service over another, and an emphasis on internal incentives such as patriotism and a sense of adventure, in addition to the external incentives that are more commonly the focus of advertising efforts (e.g., pay, benefits, job skills).³⁴

The report culminated in several recommendations, which included: "A key objective of the Office of the Secretary of Defense advertising should be to increase the propensity of the youth population to enlist," "Advertising strategies should increase the weight given to the intrinsic benefits of military service," and "The evaluation of advertising message strategies should include the



monitoring of their influence on the propensity to enlist as well as trying to isolate the influence on actual enlistments.”³⁵

Recruitment Goals for Women

As part of their recommendations to address the underrepresentation of women, the Military Leadership Diversity Commission (MLDC) recommended that the Services develop goals for minority applicants and develop and submit a strategic plan to the DoD (Department of Homeland Security (DHS) for the Coast Guard) that includes, “...robust metrics to track the success of recruiting from underrepresented demographic groups.”³⁶ In recommending these measures, MLDC issued caution regarding the benchmarks used in selecting goals for recruiting underrepresented populations. Possible benchmarks could include the current national population, the future national population, the eligible population, the eligible population with propensity to serve taken into account, or the future eligible population, though this last measure is difficult to compute. For example, when comparing the current proportion of enlisted women to the national population of women, the women’s representation index (RI) was 0.29 at the E1-E4 ranks, 0.28 at the E5-E6 ranks, and 0.20 at the E7-E9 ranks. RI scores are determined by comparing the benchmark to the actual actual enlisted population. An RI of 1.0 is an equal representation; below 1.0 is underrepresented and above 1.0 is overrepresented. When compared to the eligible national population, the RI improved slightly to 0.32, 0.32, and .022, respectively. Furthermore, when using a proxy measure that takes propensity to serve into account (using a measure of 20% of the national population), the RIs further improved to 0.74, 0.72, and 0.51, respectively. This variance illustrates the importance of clearly defining and carefully selecting benchmark populations to use in setting recruitment goals for women.³⁷

Recommendations

This section provides DACOWITS’ 2014 recommendations on the accessions of enlisted women and summarizes the reasoning in support of these recommendations. The recommendations and reasoning are based on the research and resources summarized in the previous sections of this part of Chapter III.

Recommendation 1: All Services should systematically increase the accessions of women into the enlisted ranks.

Recommendation 2: All Services should devote resources to increase the recruitment of enlisted women.

Recommendation 3: All Services should have targets to increase the representation of enlisted servicewomen; these targets should be benchmarked against the pool of eligible female recruits. Furthermore, these targets should not be constrained by past or current representation of women in the Armed Services, or estimates of the propensity of women to enlist.

Reasoning

The U.S. Armed Forces would benefit by drawing more on the talents and capabilities of young women. The percentage of women in the enlisted ranks has remained in the range of 15% to 18% for the past 20 years, with a 20-year average of 17%. For the most recent year, the Marine Corps had the lowest accessions rate for enlisted servicewomen (9%), followed by the Army (16%), the Air Force (19%), and the Navy (23%); the Coast Guard had the highest accessions rate for women (37%). This low accessions rate persists despite the fact that women represent more than half of those who complete high school and even though women are now eligible for most military jobs. While not all high-school age young adolescents, male or female, can meet military fitness and other standards for enlistment, it is clear that there is ample room for growth in accessions of qualified women.

Estimates by JAMRS showing low female propensity to enlist have been used to explain low accessions. However, such propensity estimates may have the effect of establishing too low a bar, actually constraining the recruitment of women. With few exceptions (notably the Coast Guard), the Services have devoted little consistent effort to attracting female recruits.

Focus group participants told DACOWITS that the Services could do much more in the way of outreach to eligible women; for example, increasing the number and visibility of female recruiters in recruiting offices and at high school visits/job fairs; publicizing the important and satisfying roles that women can and do play in today's military, in combat and non-combat jobs; and increasing direct advertising to women with realistic portrayals of military women.

Effective and Full Integration of Women into Closed Positions and Units

In 2014, DACOWITS continued to closely follow the DoD's and the Services' ongoing implementation of their plans to open closed positions and units to women no later than January 1, 2016. The Committee's study of the integration of women into ground combat units built on four years of research and its recommendation, since 2010, to eliminate the 1994 ground combat-exclusion policy and to open all military positions and units to women. On January 24, 2013, the SECDEF Leon Panetta and Chairman of the Joint Chiefs of Staff General Martin Dempsey rescinded the ground combat exclusion policy and directed the Services to comply with a 3-year plan to open closed positions and units to women no later than January 1, 2016, consistent with certain guiding principles set forth by Chairman Dempsey in a January 9, 2013 implementation memorandum.³⁸ The Services' plans were to include "...the development and implementation of validated, gender-neutral occupational standards and the required notifications to Congress," which was consistent with the Committee's 2011 and 2012 recommendations that any physical standards be validated to accurately predict performance of actual, regular, and recurring duties of a military job and applied equitably to measure individual capabilities.^{39,40} In addition, DACOWITS continued to monitor the Services' responses to its 2012 and 2013 recommendations that the Services work collaboratively to provide women with properly designed and fitted combat equipment expeditiously.



This part of Chapter III is organized into the following sections:

- Summary of Briefings Presented to DACOWITS
- Summary of Focus Group Findings
- Relevant Literature and Other Resources
- Recommendations and Continuing Concern

Summary of Briefings Presented to DACOWITS

DACOWITS received several briefings from the Services on their ongoing implementation of the January 24, 2013 SECDEF directive. In December 2013, the Marine Corps briefed the Committee on the status of its Infantry Training Battalion (ITB) experiment and provided a general update on its implementation of the Women in the Services Review (WISR) plan, and the Army briefed the Committee on its development of gender-neutral physical standards. The Marine Corps briefed the Committee again in March 2014 on its progress in its force integration plans and the Combat Fitness Test (CFT). The Navy also briefed the Committee in March 2014, providing an update on the progress of female integration into submarines. In addition, the Army and U.S. Special Operations Command (USSOCOM) briefed the Committee on their efforts to examine the cultural factors associated with the integration of women into closed positions and units. In September 2014, all of the Services provided the Committee with an update on the implementation of their WISR plans. This section presents highlights from the briefings the Committee received. For a full list of briefings and information presented to DACOWITS in FY 2014, see *Appendix H*.

USMC Update on WISR Implementation Pillar One/Infantry Training Battalion Experiment, December 2013

Col Jon Aytes and Col Douglas Mayer, Marine Corps

Under the plan to implement the WISR directives, the Marine Corps was expected to have validated all physical occupational standards by June 2013 and, by the end of Calendar Year (CY) 2013, expected to recommend whether to open or request an exemption to keep closed certain MOSs and units. The Marine Corps also opened its ITB to female enlisted boot camp graduates on a voluntary and experimental basis and was evaluating this trial as part of its research to determine whether to recommend any MOSs remain closed to women. The Committee requested a status report and an update on these efforts.

Col Aytes updated the Committee on the Marine Corps' progress with its implementation plan. He reported that SMEs in the Marine Corps regularly review the standards associated with every MOS every three years to ensure the standards are current. The Marine Corps has already reviewed the Programs of Instruction (POIs) and Training and Readiness (T&R) manuals for the 31 MOSs that remained closed to women. Marine Corps SMEs identified 259 physically demanding tasks that occur across closed MOSs. The Marine Corps then distilled these 259 physical tasks into a proxy test that consisted of five predominantly upper-body strength exercises. The Marine Corps conducted proxy test trials during summer 2013 with more than 800 Marines, and the Naval Health Research Center was scheduled to analyze the data to determine whether performance on the proxy tests accurately predicts performance in the 259 tasks required in the MOSs. Marine recruits already take a basic physical screening test to determine if they can enter the Marine Corps, but the proxy test will be used to determine specific MOSs for which

Marines qualify. The proxy test will not replace the CFT or the Physical Fitness Test (PFT). Committee members expressed concern that the proxy test could exclude Marines who may not pass the proxy test at first, but who will be able to do so with training. Col Aytes stated the goal of the proxy test was not to exclude Marines who are capable of training up to the standards. He said that Marines who score low would have an opportunity to retake the test at a later point.

Col Mayer briefed the Committee on the validation of the standards at ITB. The Marine Corps reviews MOS occupational standards every three years and then adjusts the T&R manuals and POIs accordingly. In validating the standards, the Marine Corps relies on information from experts in the operational field and not on direct field observation. The Marine Corps has involved the RAND Corporation, the Naval Health Research Center, and exercise physiologists and trainers in validating its standards. The Marine Corps is opening the ITB to enlisted women Marines on an experimental basis for one year. Women who complete ITB will not be able to enter a closed MOS, although male Marines will. Additionally, by volunteering for ITB, women are delaying the start of the secondary training they must receive for their actual MOSs. The Marine Corps will use data from this experiment (e.g. propensity to volunteer, performance on graded events, and attrition rates) to inform its recommendation to SECDEF on whether to request that certain MOSs remain closed to women. The Marine Corps' goal is to have 250 women Marines volunteer for the ITB in order to collect sufficient data. It has had 79 volunteers so far; three of whom have graduated, and 49 of whom are currently in training. Col Mayer also stated that the Marine Corps is closely monitoring women volunteers to make sure they do not push themselves too hard, as women have had a higher injury rate in ITB than men.


All of the data collected from the WISR—the results of the Infantry Officer Course (IOC) and ITB experiments, the development of the screening test and validation of occupational standards, and additional research including survey data—will inform the Marine Corps' decision to request certain MOSs remain closed to women. The WISR data are expected to be briefed to the Commandant of the Marine Corps on February 20, 2014. The Committee asked what criteria would need to be met to determine whether the Marine Corps would request an MOS to be closed and the briefers said this had not been determined. The briefers promised to return for the Committee's March meeting to give further update.

USA TRADOC Briefing on Development of Gender Neutral Physical Standards, December 2013

Mr. David Brinkley, Deputy Chief of Staff, G-3/5 (Operations and Plans), Office of the Deputy Chief of Staff, G-3/5/7, Army Training and Doctrine Command; Ms. Kayla Williams, Army Education Advisory Committee Member; Dr. David Segal and Dr. Mady Segal, Army Education Advisory Committee Consultant

In 2013, the Committee was briefed on efforts underway at Army TRADOC to develop and validate gender-neutral standards for the Army's closed MOSs and to study institutional and cultural factors associated with the integration of women into previously closed MOSs and units. The Committee requested an update on these efforts.

Mr. Brinkley briefed the Committee on current studies underway at TRADOC, which are examining 1) occupational physical demands required of certain MOSs, and 2) gender integration and the dynamics of placing women in new specialties and occupations.



To verify occupational standards, TRADOC SMEs first identified an initial list of tasks associated with an occupation and then conducted focus group sessions with junior enlisted and senior enlisted personnel about the physical demands in their MOSs. Experts in physiological testing validation at the U.S. Army Research Institute of Environmental Medicine (USARIEM) validated the task list and identified additional tasks for further investigation, where appropriate. TRADOC then asked soldiers to perform their respective MOS's tasks, taking physiological measurements during the tests. Some standards were adjusted after field observations of how soldiers actually performed tasks in the field. For example, observation of artillery groups showed that loading shells into a Howitzer required larger crew sizes and additional time in the field than was initially proposed. TRADOC set the validation standard at 90% (i.e., 90% of soldiers performing the tasks specific to their MOSs). However, TRADOC found that some soldiers needed to be trained on the proper mechanics or techniques of completing certain tasks. The physiological testing and measurement of soldiers performing occupational standards are in their early stages, but already have been carried out with male and female combat engineers.

TRADOC's goal is to scientifically validate the predictive tests associated with every MOS using MOS incumbents. These tests would be based on standards that the training schools report are necessary to perform the tasks of the job and that would be an early predictor of whether an applicant meets the minimum physical requirements. Further tests would determine if a soldier is qualified for a particular MOS. However, Mr. Brinkley emphasized that there would always be room allowed for job growth. USARIEM has suggested not using the tests initially to bar people from MOSs, but using them instead to advise members and assess how the tests relate to field outcomes. These tests are expected to be ready by the end of FY 2014 and will be field-tested in late 2014 to early 2015.

Mr. Brinkley also reviewed initial insights gained from a propensity study of Army women. The results showed that 22% of respondents indicated they were moderately or very interested in transferring to a previously closed MOS, and that leadership support, adequate MOS training, leadership emphasis on discipline and respect, and men's perceptions of women's capabilities would be important for successful integration. Mr. Brinkley stated that during an era of downsizing, clear policy is needed to ensure that qualified women may be integrated into "over-strength" MOSs without displacing qualified men. Dr. Mady Segal noted that integration efforts could benefit from careful planning for movement of women into previously closed over-strength MOSs, along with removing men out of these MOSs who cannot pass the new standards.

Marine Corps Force Integration Plan, March 2014

BGen George Smith, Director, Joint Capabilities Assessment and Integration Directorate

Under the Marine Corps WISR implementation plan, the validation of all physical occupational standards was expected to be complete by June 2013, and by the end of CY 2013, a recommendation was to have been made to the leadership to keep open or request an exception to policy to close certain MOSs and units. DACOWITS requested a briefing on the status of the Marine Corps' plan to prepare for opening closed MOSs, to include the validation of gender-neutral occupational standards, other research such as the IOC experiment, and any added features such as the ITB experiment.

BGen Smith briefed the Committee on the status of the Marine Corps' implementation plan, which has been substantially revised. The Marine Corps has validated gender-neutral occupational standards in 11 previously closed MOSs, and plans to notify Congress that they now will be open to women. These

MOSs can be officially opened to women once the 30-day congressional notification period passes. The Marine Corps continues to conduct research to prepare for the successful integration of women into closed MOSs and units, and for recommending any positions that it deems should not be integrated, if necessary.

On an experimental basis and under an exception to the then-current policy, the Marine Corps previously had assigned female officers and staff non-commissioned officers (NCOs) to headquarters in certain units closed to women. BGen Smith reported that this was met with good success, and the Marine Corps plans is expanding this exception on an experimental basis. Additional officers and staff NCOs will be assigned to these units; women NCOs will be assigned to unit commands; and women will be assigned below the battalion level to the maneuver company and firing battery level. Women will still not be assigned to infantry battalions, however.

The Marine Corps also is opening entry-level training on a trial basis to volunteers in seven new MOSs to collect data on women's performance, including women Marines' propensity to enter these positions, injury rates, and performance and completion rates. The opening of entry-level training in these MOSs comes in addition to the courses that are already opened to women in the entry-level training studies for infantry officer and rifleman's positions. Women completing the training will not be awarded the skill identifier or MOS.


The Marine Corps is also creating an experimental task force to evaluate the performance of men and women Marines collectively in the ground combat element. The all-volunteer group will consist of 461 Marines, including 120 women, and will be comprised of infantry, light armored reconnaissance (LAR), tanks, assault amphibious vehicle (AAV), artillery, and low altitude air defense (LAAD) MOSs. The group will undergo a training and deployment schedule mirroring that of a regular unit and will be evaluated on their performance in summer 2015. Members of the Committee expressed concern about the validity of the experiment, observing that women Marines have little incentive to volunteer for these trials since they will not be allowed to enter these MOSs if they complete the training.

USMC Combat Fitness Test, Briefings, March 2014

Col Douglas Mayer, Director Marine Air-Ground Task Force (MAGTF) Training and Education Standards Division, Training and Education Command

It has been reported that the Marine Corps was reviewing the CFT that is administered annually to all Marines. DACOWITS requested the Marine Corps provide an overview of the CFT, including a description of the events and the justification, the purpose for the review, and the Marine Corps' plans for the test going forward.

Col Mayer reviewed the background of the CFT and the Marine Corps' reasons for reevaluating it. The CFT is a fitness test with some combat elements, which is conducted annually, is gender- and age-normed, and must be performed in seasonal utility uniform and boots. It consists of an 880-yard run; a 30-pound ammunition lift, which is an upper body strength and endurance test; and the Maneuver Under Fire event involving sprints, crawls, a "fireman's carry," a simulated grenade throw, and "ammunition can carry." Although some Marine Corps training programs use CFT tasks in their general POIs, and the CFT correlates with some physical occupational tasks, the Marine Corps uses the CFT, along with the PFT, only as a general fitness (not occupational skill) test.



Col Mayer reported that the Marine Corps is readjusting the scoring tables on the test to allow the promotion board to better differentiate the test's top physical performers, as more Marines are achieving the maximum score on the test than were originally intended. The Marine Corps will not be adjusting the tasks or the way that the test is gender- and age-normed.

Col Mayer also reported that the Marine Corps, as part of its WISR implementation plan, has finished reviewing and validating all of its entry-level occupational standards and is in the process of finalizing standards above the entry-level for gender-neutrality.

Navy Update on Female Integration into Submarine Service, March 2014

CAPT David A. Roberts, Commanding Officer, Submarine Learning Center

The Navy lifted its ban on women serving aboard submarines in 2010 and started assigning female officers first to the larger, ballistic-missile and guided-missile submarines. In January 2013, the Navy announced that female officers would begin reporting to Virginia-class attack submarines in FY 2015. The Navy is considering whether female officers would be assigned to Los Angeles- and Seawolf-class fast-attack submarines, in addition to the Virginia-class. The Navy would also consider enlisted women for submarine duty as the next step. In order to remain abreast of this progress, DACOWITS requested a briefing from the Navy on the progress of these measures.

CAPT Roberts briefed the Committee on the status of assigning female officers to submarines and the Navy's plans for integrating enlisted women into submarine duty. As of now, 54 female officers had served on submarines, with 35 more women in the training pipeline. Female officers have been integrated into 15% of submarine crews, and four more Virginia-class submarines will be integrated between January 2015 and January 2016. After January 2016, however, the expansion of the officer program will pause until the Navy assesses the retention rates of these officers. This is expected to be completed in FY 2019. Currently, the initial pipeline attrition rate is the same for men and women. In response to a member question, CAPT Roberts noted that the Navy's plan is to allow submariners to advance equally in their careers regardless of gender.

CAPT Roberts said the Navy is on track with developing a plan to integrate enlisted women onto submarines, which he indicated is a more complex task than is integrating a small cohort of female officers, as every rank and as many as 20 different rates will be integrated on the enlisted side. The Navy will begin preparing to integrate enlisted women onto submarines, pending the outcome of a decisional brief that will be presented to the Chief of Naval Operations (CNO) in March 2015 and the required notification to Congress. The CNO brief will assess the need for habitability modifications (e.g., berthing and head ratios), community management, and sustainability. The integration of enlisted women into submarines would be consistent with past integration efforts with mixed-gender ships, would require no changes to the training or qualification process, and would maintain parity across gender in career management and habitability. CAPT Roberts reported that, to inform the CNO decision brief, the Navy is conducting a survey to assess the desire of enlisted women to serve on submarines. In accordance with the results of a 2011 Center for Naval Analyses (CNA) study, the Navy has determined that women would comprise approximately 20% of submarine crews. Submarines currently with female officers are being considered for integrating enlisted women.

Army/USSOCOM Briefing on the Examination of Cultural Factors With Regard to Female Integration, March 2014

Army, COL Linda Sheimo, Chief, Command Policies and Programs Division, Office of the Deputy Chief of Staff, Army G-1; Mr. Jeffrey Resko, USSOCOM Liaison to the National Capital Region

DACOWITS requested a briefing from the Army and USSOCOM on the studies they are conducting on institutional and cultural factors as part of their implementation of the January 2013 Directive and the ways in which the Army and USSOCOM plan to use those studies to carry out the directive.


Army: COL Sheimo reported that the Army is limited in the amount of information it can provide to DACOWITS on its integration studies, due to a lawsuit filed against the SECDEF (Heger v. Panetta, No. 3:12-cv-6005 (N.D. Cal.)). The Army will be able to make this information public once the gender-integration study is completed in summer 2015. The Army is in the midst of a long-term effort, begun in 2012, to examine occupational standards for positions closed to women. As part of this effort, TRADOC is collecting data through surveys, focus groups, and site visits. An assessment tool to match soldiers to requirements for engineer and field artillery positions has been completed, and is underway for infantry and armor positions. COL Sheimo also reported that, in response to a recent opening of field artillery positions to women, 13 women have been assigned to canon battalions inside brigade combat teams, and the reports are positive. One field artillery lieutenant was assigned as a Fire Support Officer in a combined-arms battalion deployed to Afghanistan.

USSOCOM: Mr. Resko briefed the Committee on the studies that USSOCOM commissioned to examine the impact of women integrating into Special Operations Forces (SOF) units. USSOCOM has three major study efforts underway: 1) a RAND literature review on social and task cohesion in small and elite teams, and a survey of attitudes among personnel in closed SOF specialties; 2) a Kansas University survey of Army Special Forces on attitudes towards integration and a survey of women in open SOF positions on attitudes towards integration; and 3) a Joint Special Operations University literature review of elite, male-dominated analog teams, and personal interviews with members of such teams that recently integrated women. Mr. Resko reported that most of the data will be collected by July 2014 and USSOCOM will present its recommendations to the SECDEF by July 2015. Committee members asked Mr. Resko to clarify if these studies were being conducted to learn how to make integration a success or to determine whether to integrate women into these positions at all; Mr. Resko said the main purpose for these studies was to determine how to integrate women successfully.

Update on WISR Implementation Plan, September 2014

Lt Col Robert J. Jackson, Air Force; COL Linda Sheimo, Army; Col Anne Weinberg, Marine Corps; Dr. Jessica Milam, Navy; Lt Col Veronica Senia, Air Force; COL Monroe C. Jones, Army

DACOWITS requested that the Services provide an update on their plans to open closed units and positions to servicewomen no later than January 1, 2016. Specifically, the Committee requested the number and types of units and positions that are open to servicewomen and those that remain closed, as well as the schools and courses that have been opened to servicewomen and those that



remain closed. DACOWITS also requested an update on any ongoing experiments, reviews, or cultural studies, and how the Services expect to use the studies in their decisions to recommend whether or not units or positions should remain closed to servicewomen.

OUSD(P&R): LtCol Jackson reported that the DoD has made substantial progress toward the January 1, 2016 deadline and that Congress has been notified of approximately 80,000 positions to be opened thus far. The DoD is satisfied with the progress the Services have made on this program to date. It has been a large and collaborative effort, including research efforts and collaboration between Services. While there has been significant progress, many decisions remain to be made before January 1, 2016. The DoD is unable to share pre-decisional information, but is committed to being transparent and to sharing information as it becomes available for public release. After January 1, 2016, the SECDEF and CJCS will review and decide on any requested exceptions to policy. To open positions, following the mandatory congressional wait period, each Service will follow a deliberate process through recruitment, training, and assignments, as outlined in each Service's implementation plan timeline. It may take a year or longer to open some units and positions because no recruitment, assignment, or training may begin until the mandatory Congressional wait period has expired. The DoD expects the Services to submit all decisions and exception to policy requests by October 1, 2015, with briefings of those decisions to the SECDEF to occur between October 1, 2015 and January 1, 2016. At this point, the DoD has received only one exception to policy request, which was submitted by the Department of the Navy.

Army: The Army now has 55,000 new positions integrated; 176,000 positions and 14 occupations remain closed. Schools associated with six newly opened occupations have been opened to women; the only schools remaining closed to women are those associated with closed positions and occupations. Outside of Special Operations, all units are open to women across all three components. Several studies are underway that will inform decision making, including efforts by the Army Research Institute (ARI), TRADOC and USARIEM. ARI is conducting ongoing surveys since 2012, TRADOC Analysis Center (TRAC) is conducting a Gender Integration Study, and USARIEM is conducting a Physical Demands Study.


A new All Army Activity (ALARACT) message was released on September 12, 2014 to afford women the potential opportunity to serve as observers/advisors or students at the Army's Ranger Course. Since it typically takes men 6-12 months to train for Ranger School, the Army wants to ensure that women have the appropriate time needed to prepare for a possible one-time assessment that will inform senior leader decisions. Female observers/advisors will assist the training brigade cadre. The Army had not received any applications for these positions by the time it briefed the Committee, but had received phone calls and learned of individuals interested in participating. The Committee inquired whether the physical requirements for Ranger School students will be the same for men and women. With the exception of pregnancy tests, requirements will be the same for men and women, and all physical tests have been validated and linked to specific occupational-related tasks. The Army will decide whether to conduct the assessment in January 2015.

Observer/advisors also must meet the physical requirements of the course. To assist women students in preparing for the course, all those accepted for this assessment will attend a 2-week training course used by the National Guard to prepare soldiers prior to attending Ranger School. The 62-day Ranger Course includes three locations and four phases. Women who complete the course successfully will receive the Ranger tab, but will not receive the skill identifier unless the position is opened to women.

Marine Corps: The recently established Marine Corps Force Innovation Office focuses on efforts to increase gender diversity and expand female integration. Since the office last presented to DACOWITS in March 2014, the program has matured. There is one female Marine preparing to go through the IOC; she currently has an MOS of 0203 ground intelligence officer, for which the IOC is required. Company grade and staff non-commissioned Officer (SNCO) positions at battalion headquarters for tank, artillery, assault amphibious, combat engineer, combat assault, Air Naval Gun Liaison Company (ANGLICO), and LAAD battalions in both the Active and Reserve Components have been opened. There are approximately 44,000 active duty and 15,000 Reserve Component positions currently closed to women. These positions include combat arms-specific positions within MOSs, some artillery MOSs, and critical skills operators (CSOs). Infantry, reconnaissance, and Marine Corps Special Operations Command (MARSOC) units remain closed. Eleven MOSs in previously closed units have been opened in artillery, LAAD, and ground ordnance vehicle maintenance. Most of the Marine Corps-owned schools are open to servicewomen, though the Basic Reconnaissance Course (BRC) remains closed. Ongoing and planned research efforts include expanding unit assignments, expanding entry-level training (ELT) (IOC and enlisted ITB), and continuing the Ground Combat Element Integrated Task Force (GCEITF).

With regard to expanding ELT, 97 women have graduated from the ITB course, with a 44% graduation rate. In response to questions from the Committee, the briefer reported that men's graduation rate for this course is more than 90%. The briefer attributed the lower completion rate for women in part to the fact that women are going through the course as part of research, in which they have a drop on request (DOR) option that men do not have. Twenty women have volunteered for the IOC, but none have graduated yet. The GCEITF consists of male and female volunteers, 75% and 25% respectively. The purpose of the GCEITF is to investigate each squadron member's individual contributions to collective tasks; the ultimate goal is the development of gender-neutral physical standards needed to perform the tasks required for the MOS. Before the establishment of the GCEITF, the only validated physical standards for the Marine Corps were those associated with entry-level training. Previously, individual leaders were responsible for deciding standards and assessing performance based on their experiences. The GCEITF will consist of one all-male squad, one squad with only a few women, and one squad with a larger number of women. Throughout the simulated combat exercises, participants will be measured in a number of ways, including through the use of heart-rate monitoring, biomarkers, videotaping, and surveys conducted after the exercise. The Marine Corps considers this an opportunity to conduct deliberate research to develop standards that will apply to all Marines, not just female Marines. Members of the GCEITF are volunteers who are taking time out of their primary roles to participate. Men and women of the same rank and maturity level were recruited to participate in the GCEITF project, although some male Marines will have held the MOS longer than will their female counterparts.

Navy: As of the date of the briefing, 615 positions have been integrated and 32,258 remain closed. The Department of the Navy has recommended an exception to policy to keep Frigate (FFG), Patrol Coastal Ship (PC), and Mine Countermeasures Ship (MCM) platforms closed, since all FFGs are scheduled to decommission by 2015 and MCMs are being replaced by littoral combat ships (LCSs). The Navy believes women have equal opportunity for such positions on other ships. Units recently integrated include the Coastal Riverine Force Delta Platoons and Marine Corps Ground Combat



Element units and enlisted units on Ohio- and Virginia-class submarines; officers on Seawolf-class submarines are pending integration. All Navy schools are open to women except for the enlisted submarine schools that will open after the congressional notification period is complete in December 2014; Basic Underwater Demolition School (BUD/S); and all Sea, Air, Land (SEAL)/Special Warfare Combatant-Craft Crewman (SWCC) courses. The Naval Health Research Center (NHRC) is studying and validating occupational standards for BUD/S and SEAL/SWCC courses. The Naval Manpower Analysis Center (NAVMAC) conducted a review of occupational standards for all ratings and Navy enlisted classifications.

The Committee inquired about the high number of closed positions. Dr. Milam explained that about 17,000 of the closed positions are connected to submarines, a few thousand are connected to surface ships, and the remainder (5,662) are a part of or connected to special operations. The Committee also inquired whether the Navy is working on a plan to have women attend SEAL and BUD school on either a trial or a permanent basis. Dr. Milam said studies are being conducted about how to potentially integrate women into these schools. The SEAL/SWCC study will be completed by July 2015. The Navy will make recommendations on special forces to USSOCOM and the final decision will go through Navy and USSOCOM channels in parallel; ultimately, the Navy and USSOCOM will make recommendations to the SECDEF in collaboration.

Air Force: The Air Force has less than 1% of the total force closed to women, and all closed positions relate to special operations in some capacity. Closed positions include Tactical Air Control Party (TACP), Pararescue (PJ), Combat Rescue Officer (CRO), Special Tactics Officer (STO), Special Ops Weather Technician (SOWT) (Officer/Enlisted), and Combat Control Team (CCT). All units are open to women, except in positions in the aforementioned occupations. Similarly, all courses are open to women, except those associated with the closed positions. Closed courses will open to women if the occupations open. The Air Force is conducting a study to validate occupation-specific physical standards to ensure they are gender-neutral, operationally relevant, and occupation specific. An additional study is being conducted to validate mental tests and performance standards. The Committee inquired about the specific number of jobs or billets still not open to women: there are approximately 3,000 closed positions in the Active Component, 170 closed positions in the Reserve Component, and 1,000 closed positions in the National Guard.

USSOCOM: USSOCOM has integrated 7,500 positions since the change of policy; 21,600 remain closed, including 19,000 SOF specialties and 2,600 tactical-level enablers. Units that have been integrated include the 160th Special Operations Aviation Regiment (SOAR) at all levels and some staff positions of special forces battalions. The majority of the closed positions are in the Ranger units. The 75th Ranger Regiment, special forces companies, and Marine Raider companies remain closed. Military Freefall School was opened, though this will not result in opening many positions until special forces-type units are opened. Schools that remain closed are SOF specific. USSOCOM is conducting three studies: 1) a RAND study of unit cohesion; 2) a Joint Special Operations University (JSOU) study of elite team performance; and 3) a University of Kansas study of cohesion and impacts. In addition, USSOCOM is validating SOF standards with an expected completion of July 2015. The briefer declined to speculate whether any exceptions would likely be requested by USSOCOM.

Summary of Focus Group Findings

Although the integration of women in ground combat was not a topic of the 2014 DACOWITS focus groups, the issue of military culture and its relation to combat integration was addressed in several of the focus groups. The majority of participants agreed that if a woman is capable of doing the job, she should be given the opportunity to fill that role. Participants believed that as the military evolves, female integration will become an important means to encourage more women to join the military. Participants also expressed the necessity of seeing more women in a variety of roles and their belief that the full integration of women into the military should require standardizing physical fitness efforts, regardless of gender, in order to foster a truly equal work environment. Several focus group participants felt that the transition period will be challenging as the military opens positions that were previously closed to women. The potential challenges they identified were predominantly related to cultural adjustment, both within the military community and in civilian society, to the idea of women fighting in and being casualties of combat.

Relevant Literature and Other Resources

A listing of the DoD's December 2013 through October 2014 notifications to Congress regarding continuing intent to expand the role of women in the military can be found in *Appendix I*. For additional information on this topic, see the relevant literature and other resources sections focused on the full integration of women into ground combat units and the development of valid gender-neutral standards provided in DACOWITS' annual reports each year from 2010 through 2013.

Recommendations and Continuing Concern

This section provides DACOWITS' 2014 recommendations on the full integration of women into closed positions and units, including the development of valid gender-neutral physical standards, and the development and testing of properly fitted combat equipment for women. The recommendations and reasoning are based on the research and resources summarized in the previous sections of this part of Chapter III. The section also identifies a continuing concern related to the integration of women into combat units and explains the Committee's reasoning.

Recommendation 1: The DoD should ensure the Services open all closed units and positions to servicewomen as expeditiously as possible, but not later than January 1, 2016.

Recommendation 2: Women qualified in occupational specialties should immediately be eligible for assignment to any military unit, to include previously excluded units.



Reasoning

These recommendations build upon two recommendations from the Committee's 2013 report. The Committee believes that the timelines established for combat integration are more than reasonable for the Services to plan and implement the opening of closed units and positions to women by January 1, 2016. In January 2013, Chairman Dempsey provided among the goals and milestones for the elimination of unnecessary gender-based barriers to service that the "Services will continue to develop, review, and validate individual occupational standards" and that such validated standards "will be used to assess and assign Service members not later than September 2015." The Committee strongly supports this timeline.

The Committee believes that there is no reason to delay the assignment of women to any unit for which they are qualified in their military occupations. The Army has announced that it is opening all such assignments; however, the Marine Corps has not done the same, citing need for continuing study. There is no clear explanation for lack of action by the Marine Corps on this front, and as the Committee said in 2013, such inaction has the unfortunate appearance of a delaying tactic.

Recommendation 3: Physical standards should be validated to accurately predict performance of actual, regular, and recurring duties of the military job and applied equitably to measure individual capabilities.

Reasoning

This recommendation essentially repeats one made by DACOWITS in each of the past three years.

DACOWITS remains concerned, as in previous years, about the process used to develop gender-neutral occupational standards. Specifically, in some instances, servicewomen may be evaluated on an "average" rather than individual basis. Further, the Committee continues to be concerned that some Services may be using physical standards that have not been validated, even for men. The Combat Endurance Test (CET) of the Marine Corps' IOC is a case in point.

DACOWITS believes strongly that any physical standards should be based on a scientifically rigorous process, validated as job related (based on the actual, regular, and recurring duties to be performed), and determined to accurately measure individual, not average, performance. DACOWITS strongly believes that there should be no gender-based exceptions to these standards.

Recommendation 4: Marine Corps servicewomen should be given the same opportunities as their male counterparts to train for and be assigned to any unit or position for which they qualify. Furthermore, the Marine Corps should discontinue its ITB/IOC experiments and allow qualified servicewomen that volunteer and that complete the courses to be awarded the MOS and be assigned to infantry units.

Reasoning


DACOWITS recommended in its 2013 report that the Marine Corps discontinue its IOC experiment, where it sought a specific number of female volunteers to participate in the IOC in order to make an evaluation of some kind. The Committee continues to have concerns about this experiment. Female volunteers must delay their assigned career paths and are not awarded an infantry occupational specialty even if they complete the course successfully. Not surprisingly, only a few women have volunteered and none has completed the course to date. It is unclear what is being evaluated, how the results will be used, why a certain number of volunteers (now said to be 100) is considered necessary, or how long the experiment is expected to last. At the current rate, it would take decades to secure this number of volunteers. Further, it continues to be unclear that the physical tests that are part of the IOC (the CET, for example) have been validated scientifically as occupational requirements for an infantry officer. Finally, the experiment suggests that if not enough servicewomen can complete the course, one or more exceptions to policy might be requested to keep infantry officer positions closed to women, which, if true, would be evaluating servicewomen's qualifications improperly to serve as infantry officers on an average, rather than an individual, basis.

Since the 2013 report, the Marine Corps has opened its ITB to female volunteers, again, on an experimental basis; upwards of 100 servicewomen have successfully completed the course. However, again, unlike the servicemen who complete the course, none of the servicewomen have been awarded an infantry occupational specialty. The Committee has similar questions about the ITB as for the IOC: What is being evaluated? How will the results be used? How many volunteers are considered necessary? How long will the experiment last? The experiment itself suggests that if not enough servicewomen can complete the course (how many is enough?), the Marine Corps may seek to keep infantry closed to women, which if true would evaluate women improperly on an average, rather than an individual, basis. In all events, servicewomen who qualify by completing the required training should be afforded the same opportunities as their male counterparts to serve in the specialty for which they trained.

Recommendation 5: The Army should permanently open its Ranger School to female volunteers. Servicewomen should be given the same opportunities as their male counterparts to train for and be assigned to any unit or position for which they qualify.

Reasoning

Women have been barred from attending the U.S. Army Ranger School, an intense 62-day combat leadership course, on the basis that its graduates become "Ranger Qualified" and the greatest need for Ranger Qualified troops is in infantry and special forces, both of which are currently closed to women. Of concern to DACOWITS is the fact that the Ranger School is, and has been, open to men who will never enter the infantry or special operations occupations. That is, Ranger training is voluntary for men and completion of the course is not required for service in any of the Army's basic career management fields. All male officers and enlisted soldiers with combat support/ combat service support MOSs and male volunteers from all sister Services may apply to attend.



Male representatives of foreign militaries also have attended. Thus, men not slated for Army infantry or Special Forces may attend Ranger School, but their female counterparts are prohibited from attending. This scenario suggests that women are excluded based on gender, rather than on needs for Ranger Qualified soldiers.

The Army has recently announced that it is considering opening Ranger School to women volunteers, on a one-time, provisional basis, pending further assessment. If the announced plan is put into effect, women who successfully complete and graduate from Ranger School will receive graduation certificates and be authorized to wear the Ranger tab, but they will not receive the associated Ranger skill identifiers or be eligible for assignment to Ranger coded units or positions. DACOWITS welcomes this change as a first step. However, we believe that women who meet the requirements to attend should be able to do so, not just on a provisional basis, and that those who qualify by completing the training should be afforded the same opportunities as their male counterparts to serve in the specialty for which they trained.

Recommendation 6: DoD should encourage collaboration between the Marine Corps and Army on product development, testing, and procurement, in order to facilitate prompt distribution of properly fitted individual combat equipment for servicewomen.

Reasoning

This recommendation is similar to ones made by DACOWITS in 2012 and 2013. Providing servicewomen with properly designed and fitted combat equipment is essential to their safety and well-being, unhindered performance of military duties, and overall military readiness.

The Army has made progress in deploying the Female Improved Outer Tactical Vest (F-IOTV), and is working on deploying other pieces of combat gear such as the Protective Insert Sizing Improvements, Family of Concealable Body Armor (FoCBA) and the Protective Under Garment (PUG) New Female Sizing. The Marine Corps, on the other hand, views the fit of combat gear as an issue of stature, not an issue of differences in male/female physiques. In May 2013, the Marine Corps conducted a survey with respect to sizing, fit, and comfort of body armor. As a result, the Marine Corps decided to procure 3,780 small stature Improved Modular Tactical Vests (IMTV) to be fielded by May 2014. Additionally, the Modular Scalable Vest (MSV1), the next-generation scalable body armor system, is expected to begin procurement in FY 2015 and will be designed for smaller stature Marines (on the male pattern without adjustment for female body type).

DACOWITS remains concerned that women suffer injuries and do not perform up to their full potential when wearing ill-fitting equipment and combat gear designed for men's bodies. The lack of communication and collaboration by the Marines with the Army has resulted in a lost opportunity for economies of scale in procurement and further delays in the timely development/distribution of this much-needed equipment. DACOWITS believes that all servicewomen should have properly fitted individual combat equipment so that they can perform at the highest level.

Continuing Concern: Marine Corps Experimental Task Force, currently known as Ground Combat Element Integrated Task Force (GCEITF)

Reasoning

Since the 2013 report, the Marine Corps announced plans for a GCEITF as a vehicle, “to evaluate the physical performance of individual Marines in the execution of collective tasks.” The GCEITF will be a “battalion-size, purpose-built, experimental ground combat unit.” The Marine Corps anticipates a total strength of 461 Marines, with about 120 of them women, across all occupational specialties, including infantry, tanks, and artillery. It is reported that there will be squads with three different compositions: all men, 50/50 men and women, and women in the vast minority. All of the service-women participating will be volunteers (taking time off from their assigned careers) and recently trained for a new specialty (for which they get no credit). The servicewomen will have no fleet experience, while the male Marines will be established and more seasoned in their specialties.

As with other Marine Corps experiments, the Committee has significant concerns; for example, How the data will be analyzed? What exactly is being evaluated? What are the standards against which the various teams will be measured? How will an individual’s performance be assessed compared to the performance of the team? Can the performance of the women be fairly evaluated when they are not in the same position as men in terms of skills and experience? Have physical standards been validated? The Committee is concerned that this GCEITF experiment will not be a valid gauge of anything about the physical performance of individual female Marines in the execution of collective tasks, and questions how it will inform in any valid way decision-making about opening Marine combat units and positions to servicewomen. DACOWITS will follow this matter closely in the coming year.

Career Progression/Mentoring

The Committee’s study of career progression and mentorship for servicewomen stems from its interest in ensuring that women have equal opportunity for advancement. The focus on mentorship is based on comments made by focus group participants over several years regarding a need for more mentorship opportunities. In examining these topics, the Committee studied women’s ability to obtain key developmental education and training, including mentorship opportunities, and to obtain key developmental assignments.

This part of Chapter III is organized into the following sections:

- Summary of Briefings Presented to DACOWITS
- Summary of Focus Group Findings
- Relevant Literature and Other Resources
- Recommendation and Continuing Concern



Summary of Briefings Presented to DACOWITS

DACOWITS received one set of briefings in June related to the career progression of women, summarized below.

Career Progression with Joint Assignments, June 2014

Mr. Timothy Nelson, Joint Staff; Lt Col Veronica Anteola, Air Force; Col Mark Schrecker, Marine Corps; MAJ Scott Johnson, Army; CAPT Christopher Harris, Navy

It is DoD policy that officers be educated, trained, and experienced in joint matters to enhance the joint warfighting capability of the United States. Additionally, officers on the active-duty list must be designated a Level III Joint Qualified Officer (JQO) before appointment to brigadier general or rear admiral-lower half. Statutory changes in the John Warner National Defense Authorization Act for FY 2007⁴¹ directed the SECDEF to establish different levels of joint qualification, as well as criteria for qualification at each level. DACOWITS requested a briefing from the DoD Joint Officer Management (JOM) Program Office and the Services on the joint qualification program and how assignments to joint positions are managed.

Joint Staff: Joint qualification is intended to create a cadre of experts, rather than simply being a means of funneling officers into being general officers, as many people mistakenly believe. Due to their expertise, JQOs can bring together multiple skillsets to develop strategy. Having a joint position does not necessarily mean that someone is on track to be a JQO. To qualify as a JQO, an individual must complete benchmarks in joint experience. There are four levels of joint qualification, down two paths: the traditional path, through holding a joint duty assignment, or the experience path, through holding a strategic position during times such as a deployment. Panels of officers review nominations for joint positions, with final approval for joint positions coming through the Joint Chiefs of Staff. Joint Duty Assignment List (JDAL) positions are for O4-level officers and above. There are currently 8,854 JDAL positions. JDAL positions are revalidated every five years.

The majority of these positions in the past decade came from deployments to OEF/OIF; as the force drawdown continues, a greater proportion of Service members will need to take the traditional (i.e., non-experience) path. The last revalidation of the list of approved joint duty assignment positions was completed in February 2014, and a working group is now assessing these revalidations. The Committee asked if women were being excluded from some of these joint duty assignment positions because they were combat specific, to which the speaker replied that they were not. Many joint positions are branch immaterial, which does not exclude women.

Air Force: Lt Col Anteola briefed on the Air Force's Joint Officer Management Program. This program helps to manage the flow of officers into joint positions by managing education, training, and experience gained prior to obtaining a joint position. The Committee asked whether the Air Force has information on the number of women and minorities eligible, and this was unclear. The Air Force tries to match high-potential officers (O4 and below) to joint assignments. For O6s without joint experience, high-potential officers are matched with joint positions based on a number of criteria. The Committee inquired about the process of selection for joint assignments (called Colonels' Group) and was told that the selection group is comprised of field-grade officers. Committee members expressed the importance of having diversity throughout the process, as diversity does not seem to be factored into the joint assignment process.

Marine Corps: Col Schrecker briefed the Committee on the Marine Corps' procedures for joint assignments. In the Marine Corps, there are monitors who manage every officer to aid the officer through career progression. Monitors help to select the right people for the positions. Jobs are broken out by MOS and rank. The highest-performing officers are sent to JDAL billets. If more senior officers have not yet gained joint experience, efforts are made to ensure they have the opportunity for joint assignment. The Committee inquired about the number of women on the staff that monitors officer progression: in total, there are four women out of 23 staff.

Army: MAJ Johnson supplemented the previous presenters' briefings with some Army-specific information. Priority for joint assignments is given to those individuals who have completed command tours. MAJ Johnson stated that there are currently two women colonels in his office.

Navy: CAPT Harris briefed the Committee on the Navy's joint assignment policies. The rates of obtaining joint positions have been consistent over the past three years for men and women and did not appear significantly different in FY 2013. Committee members expressed an interest in getting the same information from other Service components.

Summary of Focus Group Findings

DACOWITS conducted 20 focus groups during spring 2014 to inform its study of the career progression of servicewomen. Ten of the focus groups included enlisted Service members (five with junior enlisted (E1-E4), and five with mid-grade and senior enlisted, (E5-E9)) and 10 of the groups included officers (of all ranks). The focus groups held with enlisted Service members were of mixed gender, while the focus groups with officers included five all-male groups and five all-female groups. Participants were asked about the opportunities for advancement, including the extent to which women are able to take advantage of key developmental education/training and assignments. Participants also commonly mentioned the importance of, and need for, mentorship opportunities.

Professional Military and Civilian Education

Concerning education, participants commented on both professional military education (PME) and civilian education. Regarding PME, participants discussed the availability of PME and barriers to accessing it. Most participants reported experiencing barriers to accessing PME. The most commonly mentioned barrier was lack of availability at the unit level, which participants attributed to a lack of training funds or lack of interest from command leadership. Participants from two Services noted that leadership is often the determining factor in who gets to attend PME and who does not, and they said that the selection process is oftentimes unfair. Lack of time was reported as another barrier to completing PME, including lack of time due to deployments. A few participants commented on the availability of civilian education as well. Most acknowledged that civilian education opportunities are available to Service members, though several reported barriers to taking advantage of those opportunities, citing a lack of time, as well as logistical barriers such as deployments and field training. Most participants reported no gender differences in the ability to obtain access to PME or civilian education opportunities.



Developmental Assignments

Although DACOWITS asked participants about the role of developmental assignments in their career progression, participants spoke instead of facilitators and barriers to obtaining these assignments and how these can affect promotion. Participants tended to characterize receiving information on what is needed for career progression as a facilitator to progression, though there were no clear themes regarding the source for this information. Similarly, the most commonly mentioned barrier to career progression was a lack of information, including a lack of a mentor or someone to guide individuals through their personal career progression and to explain what they need to do to progress. Less commonly, participants mentioned that having too many people in the job field and/or rank can hinder the ability to get key assignments and obtain promotions.

The overwhelming majority of participants reported that there are no gender differences in the availability of developmental assignments. Some participants, particularly servicewomen, indicated that their ability to get these key assignments has been improving, especially as additional positions are opened. A few participants went a step further to say that women are more likely than men are to be given key assignments, due to a shortage of women in leadership positions. In contrast, other participants identified barriers that keep women from getting developmental assignments and from progressing at the same rate as men. The most commonly cited barriers were berthing issues on ships and men in leadership positions “playing favorites” with their friends, who tend to be men due to the Services’ policies against fraternization.

Facilitators and Barriers to Career Progression

The majority of the participants reported that there are few institutional barriers keeping women from progressing. However, many noted that women often face greater internal barriers than men do when it comes to deciding whether to accept demanding leadership positions that would benefit their careers but leave them with little time to spend with their families, or to accept less-demanding positions to have more time with family. A few participants noted that men face this internal struggle as well. Access to leadership courses also was mentioned as a barrier to career progression and generally was attributed to too few open slots for the training or to time constraints. Participants also pointed out that men’s avoidance of interaction with the opposite gender can impede women’s ability to progress in their careers. Participants of both genders reported that some men avoid or are hesitant to interact with women due to concerns that overtures or interactions could be misconstrued and lead to trouble. Several participants noted that this avoidance can be so severe that it prevents men from talking to women for fear of the women filing a sexual harassment complaint against them. Some participants, particularly junior enlisted (E1-E4) women, also described male-dominated cliques that exclude women and that tend to promote from within, based on personal relationships rather than professional achievements.

Women in Leadership Roles

Most participants believed having women in key roles is important. Participants discussed the importance of having women in leadership roles during military training. With respect to basic training, participants believed that women are better able to address women-specific training issues with female recruits and that having women in key leadership positions during basic training would minimize the occurrence of sexual assault and sexual harassment. Concerning women in leadership roles at other

military training, a few participants reported that it would ensure oversight and fair enforcement of standards across both genders. Both men and women described a sense that more women than ever before are occupying leadership roles.

Mentorship

Participants, particularly women, commonly noted mentors as facilitators to career progression. Good senior leadership was also mentioned by some participants as a facilitator to their career progression. While most reported the benefit of having other women as mentors, others indicated that the gender of the mentor was not important. Despite the positive responses regarding mentors, participants often reported difficulty finding mentors. Many female focus group participants spoke of the desire to find and utilize female mentors as role models. Some participants noted that the lack of women in senior leadership often makes it challenging to find someone to fill that advisor role, while others were able to seek out and secure senior women as mentors to help guide them in their career fields.

Relevant Literature and Other Resources


This section presents relevant literature and other resources on mentorship and career progression, beyond the information referenced in the sections above.

Lack of Female Mentors

Mentorship is believed to be an important component in supporting personnel in their career advancement. Mentorship has remained a recurring theme in DACOWITS focus groups over the past several years, with female participants in particular reporting a lack of available mentors.^{42,43,44} Focus group participants in 2012 reported that having a mentor was one of a few primary factors influencing their military career plans; several of those without a mentor indicated that having a mentor could persuade them to remain in the military.⁴⁵ In 2011, focus group participants also made comments regarding the importance of mentorship and the common difficulty in obtaining a mentor, prompting DACOWITS to suggest an increased emphasis on mentorship as a best practice, with the recommendation that informal mentorship may be more appealing because it is a voluntary relationship rather than a forced one.⁴⁶

As MLDC noted as part of its examination of mentorship programs within the Services, “One potential perceptual barrier keeping minorities and women from obtaining key assignments, such as command, is a lack of sufficient knowledge about key assignment opportunities. That is, minorities and women may not receive the same career counseling or mentorship about key assignments as their white male counterparts receive. If this is the case, minorities and women would be more likely to miss career enhancing assignment opportunities.”⁴⁷ DACOWITS’ 2014 focus group participants echoed similar concerns.

In September 2014, the Navy released a report presenting survey results from its 2014 Navy Retention Study.⁴⁸ The survey is designed to examine intentions regarding sailor retention and related factors. One part of the survey asked about mentorship. Survey respondents placed strong importance on mentorship and its impact on their career path, yet 43% reported not having a mentor “outside



of any formal assignments.”⁴⁹ Responses were not broken out by gender; however, variance was seen among members of different communities. For example, 55% of enlisted sailors reported having an informal mentor, as compared to 62% of SEALs and 40% of submariners.⁵⁰

Existing Mentorship Programs

In its investigation into the mentorship programs offered through the various Services, MLDC discovered that the programs vary widely and concluded that there is little evidence to definitively show that any of them are meeting their goal of providing all Service members equal access to mentors or their goal of using mentorship to improve Service members’ career advancement.⁵¹ All of the Services offer some form of official mentorship programs and many also offer affinity groups or mentorship programs for members of specific career fields or communities. The formal programs come with documentation from senior leadership, such as instructions or directives that generally define the mentoring relationship and the goals of the mentorship program. Both formal and informal mentorship programs exist, and various tools for establishing and carrying out the mentorship programs are used, including several Services that offer online mentorship tools.⁵² MLDC also reported that, as of 2011, only two Services—the Coast Guard and the Navy—explicitly included mentorship as part of their official diversity strategy.⁵³

Various mentorship programs were briefed to DACOWITS by the Services in 2012 and 2013 as part of their retention efforts. For example, the Marine Corps briefed the Committee on its use of professional women’s organizations to promote retention, career development, and mentorship of women.⁵⁴ Similarly, the Navy has a program called Coalition of Sailors Against Destructive Decisions (CSADD), which is organized into local chapters and provides peer-to-peer Navy mentorship for sailors ages 18 to 25. CSADD has 317 chapters at Navy commands.⁵⁵ In addition, a September 2014 article described a new sailor-developed mentorship program known as the Parent and Sailor Support (PASS) program.⁵⁶ The program was developed in response to a senior female receiving numerous questions from young female sailors regarding pregnancy and parenting, due to her position as one of only a few senior women. PASS offers an online, twice-monthly opportunity for peer mentorship, introducing sailors with similar interests to one another in order to answer their questions and build mentorship relationships.⁵⁷

Recommendation and Continuing Concern

This section provides DACOWITS’ 2014 recommendation on mentoring and its continuing concern related to career progression. The recommendation, continuing concern, and associated reasoning are based on the research and resources summarized in the previous sections of this part of Chapter III.

Recommendation 1: All Services should support innovative programs to provide mentoring opportunities for military women of all ranks/rates.

Reasoning

Military women from all Services, both officer and enlisted, tell DACOWITS of their desire for mentorship, and the difficulty in finding an advisor to help in navigating a military career. Some believe that the relative lack of servicewomen in leadership positions makes it challenging to identify someone to fulfill a mentorship role. Focus group participants, particularly women, frequently mentioned that a mentor could help direct and facilitate one's career progression. While most women thought that it would be beneficial to have a woman as a mentor, others indicated that the gender was not as important as having someone to go to for informal advice. The presence of positive mentors and role models for both men and women was mentioned as a factor in retention and in prevention of sexual harassment and sexual assault.

A program that aims to address the need for women's mentoring is taking hold in the Army. The "Sisters-in-Arms" program has been adopted at a number of Army installations stateside and abroad. Programs are developed locally and managed with a general goal of providing a forum to strengthen peer-to-peer bonds, professionalism, and personal growth, in an environment where soldiers, both officer and enlisted, can discuss issues and get guidance from mentors. Some groups specifically match more-senior women with more-junior ones to provide a sounding board, insight, and advice. "Sisters-in Arms" participants gave the program good marks in comments to DACOWITS, noting that the senior officers and NCOs provided helpful counsel, based on their own experiences. Participants thought that the program could be expanded to include men and could be beneficial throughout the Army and in other Services.

Continuing Concern: Career Progression of Women


Reasoning

Female enlisted and female officers from all Services are underrepresented at the senior ranks. In order to advance to senior ranks, it is considered critical for servicewomen to have certain professional education and key joint and developmental assignments. For example, officers on the active-duty list must be designated a Level 3 JQO before appointment to brigadier general or rear admiral-lower half. In order to compete for promotion generally, officers need to complete Joint Professional Military Education Phases 1 and 2, have completed a joint billet, and have commanded at the appropriate rank. Based on data provided by the Services, servicewomen appear to be underrepresented in all of these categories. DACOWITS would like to examine this matter further, specifically to learn more about the Services' career management systems and strategies, and to explore what can be done to increase the pipeline of women in key schools and assignments.




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**Defense Advisory Committee on
Women in the Services (DACOWITS)**
4000 Defense Pentagon, Room 5A734
Washington, District of Columbia 20301-4000
December 5, 2014

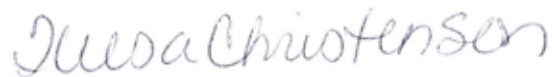
We, the appointed members of the Defense Advisory Committee on Women in the Services (DACOWITS), do hereby submit the results of our findings and offer our recommendations to improve the policies, procedures, and climate within the Department of Defense.



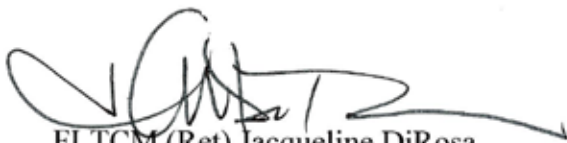
LtGen (Ret) Frances Wilson
DACOWITS Chair



CMSgt (Ret) Bernise Belcer



Teresa Christenson



FLTCM (Ret) Jacqueline DiRosa



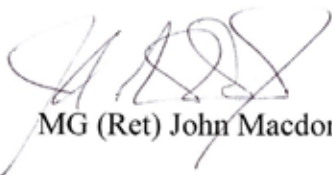
Charlotte Dixon



CAPT (Ret) Beverly Kelley



Rev Dr. Cynthia Lindenmeyer



MG (Ret) John Macdonald




FORCM (Ret) Laura Martinez

DACOWITS Signature Page Continued


**Defense Advisory Committee on
Women in the Services (DACOWITS)**
4000 Defense Pentagon, Room 5A734
Washington, District of Columbia 20301-4000
December 5, 2014



Donna McAleer




Monica Medina



RADM (Ret) Elizabeth Morris



Brian Morrison



LTC (Ret) Hae-Sue Park



MG (Ret) Gale Pollock



SMA (Ret) Kenneth Preston

Ms. Holly Hemphill, Chair of the Committee until September 19, also contributed to the work and recommendations of the Committee in 2014.

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Appendix A:

DACOWITS Charter

1. **Committee's Official Designation:** The Committee will be known as the Defense Advisory Committee on Women in the Services ("the Committee").
2. **Authority:** The Secretary of Defense, in accordance with the provisions of the Federal Advisory Committee Act (FACA) of 1972 (5 U.S.C., Appendix, as amended) and 41 C.F.R. § 102-3.50(d), established the Committee.
3. **Objectives and Scope of Activities:** The Committee shall examine and advise on matters relating to women in the Armed Forces of the United States.
4. **Description of Duties:** The Committee shall provide the Secretary of Defense and the Deputy Secretary of Defense, through the Under Secretary of Defense for Personnel and Readiness (USD(P&R)), independent advice and recommendations on matters and policies relating to women in the Armed Forces of the United States.
5. **Agency or Official to Whom the Committee Reports:** The Committee shall report to the Secretary of Defense and the Deputy Secretary of Defense, through the USD(P&R). The USD(P&R), pursuant to Department of Defense (DoD) policy, may act upon the Committee's advice and recommendations.
6. **Support:** The DoD, through the Office of the USD(P&R), shall provide support, as deemed necessary, for the Committee's performance and functions, and shall ensure compliance with the requirements of the FACA, the Government in the Sunshine Act of 1976 (5 U.S.C. § 552b, as amended) ("the Sunshine Act"), governing Federal statutes and regulations, and established DoD policies and procedures.
7. **Estimated Annual Operating Costs and Staff Years:** The estimated annual operating cost, to include travel, meetings, and contract support, is approximately \$975,000.00. The estimated annual personnel costs to the DoD are 4.0 full-time equivalents.
8. **Designated Federal Officer:** The Committee's Designated Federal Officer (DFO) shall be a full-time or permanent part-time DoD employee, and shall be appointed in accordance with established DoD policies and procedures.



The Committee's DFO is required to be in attendance at all meetings of the Committee and its subcommittee for the entire duration of each and every meeting. However, in the absence of the Committee's DFO, a properly approved Alternate DFO, duly appointed to the Committee according to established DoD policies and procedures, shall attend the entire duration of all meetings of the Committee and its subcommittees.

The DFO, or the Alternate DFO, shall call all meetings of the Committee and its subcommittees; prepare and approve all meeting agendas; adjourn any meeting when the DFO, or the Alternate DFO, determines adjournment to be in the public interest or required by governing regulations or DoD policies and procedures; and chair meetings when directed to do so by the official to whom the Panel reports.

9. **Estimated Number and Frequency of Meetings:** The Committee shall meet at the call of the Committee's DFO, in consultation with the Committee's Chairperson. The estimated number of Committee meetings is four per year.
10. **Duration:** The need for this advisory function is on a continuing basis; however, this charter is subject to renewal every two years.
11. **Termination:** The Committee shall terminate upon completion of its mission or two years from the date this charter is filed, whichever is sooner, unless the Secretary of Defense extends it.
12. **Membership and Designation:** The Committee shall be comprised of no more than 20 members who are appointed by the Secretary of Defense or the Deputy Secretary of Defense and who have experience with the military or with women's workforce issues. The Secretary or the Deputy Secretary of Defense shall select and appoint the Committee's Chairperson from the total membership. All Committee member appointments must be renewed by the Secretary of Defense or the Deputy Secretary of Defense on an annual basis.

The Secretary of Defense or the Deputy Secretary of Defense may appoint the Director of the Center for Women Veterans for the Department of Veterans Affairs to serve as a non-voting ex-officio regular government employee (RGE) member, who participates in the Committee's deliberations. If appointed, he or she will not count toward the Committee's total membership or to determine whether a quorum exists.

The USD(P&R) may request the appointment of additional experts and consultants to advise the Committee as subject matter experts. If approved by the Secretary of Defense, these experts and consultants, appointed under the authority of title 5 U.S.C. § 3109, shall have no voting rights on the Committee or its subcommittees, shall not count toward the Committee's total membership, and shall not engage in Committee deliberations.

Committee members appointed by the Secretary of Defense or the Deputy Secretary of Defense, who are not full-time or permanent part-time Federal employees, shall be appointed as experts and consultants, under the authority of 5 U.S.C. § 3109, to serve as special government employee (SGE) members. Committee members appointed by the Secretary of Defense, who are full-time or permanent part-time Federal employees, shall serve as RGE members.

Committee members shall serve a term of service of one-to-four years on the Committee. No member may serve more than two consecutive terms of service without Secretary of Defense or Deputy Secretary of Defense approval. This same term of service limitation also applies to any DoD authorized subcommittees.

All Committee members will be reimbursed for travel and per diem as it pertains to official business of the Committee. The Committee members, who are appointed by the Secretary of Defense or the Deputy Secretary of Defense as SGE members, will serve without compensation.

13. **Subcommittees:** The DoD, when necessary and consistent with the Committee’s mission and DoD policies and procedures, may establish subcommittees, task forces, or working groups to support the Committee. Establishment of subcommittees will be based upon a written determination, to include terms of reference, by the Secretary of Defense, the Deputy Secretary of Defense, or the USD(P&R), as the DoD Sponsor.

Such subcommittees shall not work independently of the Committee, and shall report all of their recommendations and advice solely to the Committee for full and open deliberation and discussion. Subcommittees, task forces, or working groups have no authority to make decisions and recommendations, verbally or in writing, on behalf of the Committee. No subcommittee or any of its members can update or report, verbally or in writing, on behalf of the Committee, directly to the DoD or any Federal officers or employees.

The Secretary of Defense or the Deputy Secretary of Defense will appoint subcommittee members to a term of service of one-to-four years, even if the member in question is already a member of the Committee. Subcommittee members shall not serve more than two consecutive terms of service, unless authorized by the Secretary of Defense or the Deputy Secretary of Defense.

All subcommittee members, if not full-time or permanent part-time Federal employees, will be appointed as experts and consultants, under the authority of 5 U.S.C. § 3109, to serve as SGE members, whose appointments must be renewed on an annual basis. Subcommittee members appointed by the Secretary of Defense, who are full-time or permanent part-time Federal employees, shall serve as RGE members. With the exception of reimbursement of official travel and per diem related to the Committee or its subcommittees, subcommittee members shall serve without compensation.

All subcommittees operate under the provisions of FACA, the Sunshine Act, governing Federal statutes and regulations, and established DoD policies and procedures.

14. **Recordkeeping:** The records of the Committee and its subcommittees shall be handled according to Section 2, General Records Schedule 26 and governing DoD policies and procedures. These records will be available for public inspection and copying, subject to the Freedom of Information Act of 1966 (5 U.S.C. § 552, as amended).

15. **Filing Date:** April 22, 2014



Appendix B:

Biographies of DACOWITS Members

Holly Hemphill

Committee Chair (through September 2014)

Alexandria, Virginia

(Resigned from the Committee in September 2014)

Holly Hemphill began her career as a civilian Management Intern with the Department of Army in the Pentagon. She later served in the Office of the Assistant Secretary of the Army for Manpower and Reserve Affairs as Staff Assistant for Civilian Personnel Policy and Equal Opportunity and Director of the Office of Employment Policy and Grievance Review. She entered private law practice after working in Paris, France, where she advised an international organization, and after serving as Counsel at the Federal Labor Relations Authority. She was appointed by Secretary of Defense William Perry to the Defense Advisory Committee on Women in the Services and named by him to Chair the Committee in 1996. For her contributions, she was awarded the Defense Medal for Outstanding Public Service. She was appointed by the City Council of Alexandria, Virginia to the City's Budget and Fiscal Affairs Advisory Committee where she served for nine years and held positions of Vice Chair and Co-Chair. She is a member of the Leadership Circle of the Women in Military Service for America (WIMSA) Foundation and the National Advisory Council of the Alliance for National Defense. She retired as a tax partner with an international law firm at the end of 2008. She now serves as Senior Counsel at the National Women's Law Center where she advises on tax policy matters and on issues relating to women in the military. She is a member of the District of Columbia Bar, the Virginia State Bar, the California State Bar, and the United States Tax Court Bar. She is a graduate of the Georgetown University Law Center and received her undergraduate degree from University of Oklahoma.


Lieutenant General Frances Wilson, USMC Retired

Committee Chair (beginning September 2014)

Committee Vice-Chair (through September 2014)

Virginia Beach, Virginia

Dr. Fran Wilson is a past President, National Defense University (NDU). She is a veteran of nearly 37 years in the United States Marine Corps retiring as a Lieutenant General in September 2009. She was a Company Officer, Brigade of Midshipmen, U.S. Naval Academy; Commanding Officer, 4th Recruit Training Battalion; Commanding Officer, Headquarters and Service Battalion, Marine Forces Pacific and Commander, Camp H.M. Smith; Commanding General, Marine Corps Base Quantico, VA; and Commanding General, 3d Force Service Support Group in Okinawa. Prior to her assignment as President,



NDU, she was the Commandant, Industrial College of the Armed Forces. In March 2009, she was awarded the French Legion of Honour in a ceremony presided by French Defense Minister Hervé Morin at the French Embassy in Washington, DC, for her work with the French Center for Higher Education in Armaments (CHEAr).

In addition to a Bachelor of Science from Michigan State University, she has earned four Master degrees and a Doctor of Education from the University of Southern California. In addition to several military school curricula, she completed a Federal Executive Fellowship at the Brookings Institution as well as the Harvard University's JFK School of Government's Senior Executive Course in National and International Security.

Since retirement, she has engaged in various activities with organizations in the Virginia Tidewater area. She is an appointed member of the City of Virginia Beach Mayor's Military Economic Development Advisory Committee, and serves as the Chair, Board of Directors, Hampton Roads and Central Virginia USO. She has been appointed by the Governor as a member of the Board of Trustees, Fort Monroe Authority, and Board of Visitors, Virginia Military Institute. She had earlier been elected to and served on the Board of Directors, Navy Federal Credit Union, Vice President, Board of Directors, Hampton Roads World Affairs Council, and the Board of Trustees, St. John's College High School. She was honored with the University of Southern California Alumni Association's Alumni Merit Award in 2009 and recognized as one of Virginia's Most Influential Women by the Virginia Lawyers' Media in 2014.

Chief Master Sergeant Bernise F. Belcer, USAF, Retired

Committee Vice-Chair (beginning October 2014)

Columbia, South Carolina

Chief Master Sergeant Bernise F. Belcer enlisted in the United States Air Force in November 1982. She attended technical training in the Personnel Career Field at Keesler Air Force Base, Mississippi. She was promoted to the rank of Chief Master Sergeant in October 2002. On December 1, 2012, she retired after 30 years of military service from the position of Chief, Enlisted Promotions, Evaluations, and Fitness Policy in the Manpower, Personnel and Services directorate at the Pentagon, Washington, D.C.

Chief Belcer served in many positions throughout her career to include Group Superintendent at MacDill Air Force Base, Florida, Osan Air Base, Korea, and Charleston Air Force Base, SC. She also served as Command Chief Master Sergeant for the 437th Airlift Wing at Charleston Air Force Base, South Carolina and as 19th Air Force Command Chief at Randolph, Air Force Base, Texas. She deployed in support of Operation Iraqi Freedom.

Her military decorations include the Legion of Merit, Meritorious Service Medal with one silver and two bronze oak leaf clusters, Air Force Commendation with one oak leaf cluster and the Outstanding Airman of the Year Ribbon.

Chief Belcer attended the University of South Carolina in Columbia, South Carolina where she received her Bachelor of Arts in Education. She received her Community College of the Air Force degree in Human Resources Management, and a Master's Degree in Management from Webster University. She also has a graduate certificate from Villanova University in Human Resources Management.

She has received advanced Senior Leadership training at National Defense University, Keystone Command Senior Enlisted Leader Course; Washington, D.C., Center for Creative Leadership, LaJolla, California, Air Force Enterprise Management Seminar, University of North Carolina at Chapel Hill Kenan-Flagler Business School and Air Mobility Command Senior Mobility Leaders Course, USAF Expeditionary Center, Fort Dix, New Jersey.

While on active duty, Chief Master Sergeant Belcer served as the Air Force Military Representative to DACOWITS. She currently serves on the Board of Directors for the Air Force Association.

Bernise and her husband, Derrick, live in Columbia, SC. Derrick is also retired Air Force.

Teresa Christenson Newport, Rhode Island

Teresa Christenson comes to DACOWITS with the unique perspective of a military spouse. Long interested and involved in spouse education, and military family readiness, she focused the last 10 years on the Command Spouse Leadership Course, the Navy's only budgeted leadership course for spouses.

Teresa assisted with curriculum development, mentor education and networking, and served in various positions, including Director, on the Advisory Board whose members span all Navy regions and communities.

She helped write and deliver the first and only Senior Enlisted Spouse Leadership course for the Navy, which continues to this day.


Teresa additionally has worked with C.O.R.E., the Continuum of Resource Education, reaching out to spouses on family and personal issues involved in military life, through conferences and workshops, helping educate families on how to navigate this military lifestyle; the Navy Marine Corps Relief Society; and local military spouse groups in the 15 duty stations in 3 countries which her family has been assigned in 23 years of marriage.

Teresa graduated with Honors degree in Communication from San Diego State University.

Fleet Master Chief Jacqueline L. K. DiRosa, USN, Retired Burke, Virginia

Fleet Master Chief DiRosa served 30 distinguished years in the U.S. Navy, retiring from active duty in August 2011.

She has served across many diverse communities - Medical, Fleet Operations, Navy Staff, Personnel Management, & Cyber Warfare – holding various senior leadership positions and is recognized as a trailblazer for achieving many organizational “firsts” reaching pinnacle positions never before held by woman. Specifically, she served as the Bureau of Medicine and Surgery (BUMED) Force Master Chief / Director, US Navy Hospital Corps (2002) and as the U.S. Fleet Forces (USFF) Fleet Master Chief (2006).



Throughout her Navy career, she served on four ships (two as the Command Master Chief) and completed seven deployments to include a six-month Summer-support deployment to Antarctica, three Western Pacific deployments in support of Operation Desert Shield/Storm and Operation Southern Watch, a Mediterranean/Arabian Gulf deployment, and two South Pacific Forward Presence deployments.

She holds an Associates of Science degree and has received advanced leadership training at the Navy's Senior Enlisted Academy, the National Defense University's Keystone Command Senior Enlisted Leaders Course, and Navy Senior Leaders Business Course at University of North Carolina at Chapel Hill Kenan-Flagler Business School

She is currently a Client Partner with Franklin Covey's Government Services business development team and resides in Burke, Virginia.

Dr. Charlotte Dixon

Lutz, Florida

(Inducted June 2014)

Dr. Charlotte Dixon earned a doctorate in Rehabilitation from Southern Illinois University in Carbondale. She is owner of C.G. Dixon & Associates, Inc., a medical vocational rehabilitation practice specializing in vocational management services to clientele in the federal and state worker compensation sectors and state vocational rehabilitation program.

Dr. Dixon retired from the University of South Florida, Department of Rehabilitation and Mental Health Counseling in May 2014 where she had dedicated her academic career to preparing future rehabilitation and mental health counselor practitioners to work with persons with physical, psychological and emotional disabilities. During her 20-year tenure at the University of South Florida, Dr. Dixon's research and presentations focused on establishing best practice guidelines in the delivery of services to persons with disabilities and understanding the neurobiology of psychotherapy and rehabilitation its implications for rehabilitation counselor education. Dr. Dixon is published in professional and trade journals and has conducted numerous invited/peer-reviewed workshops to rehabilitation and mental health counselors across the country. She is a Certified Rehabilitation Counselor and is licensed in Florida as a Mental Health Counselor. She maintains professional membership in the American Counseling Association and National Rehabilitation Association and serves on the Board of Directors of the National Association of Multicultural Rehabilitation Concerns.

In 2001 Dr. Dixon was appointed to the Veterans Advisory Council on Rehabilitation under Secretary Anthony Principi and served through 2011.

Captain Beverly Kelley, USCG Retired

Chester, MD

Captain Beverly Kelley served 30 years in the U.S. Coast Guard. Following graduation from the University of Miami with a Bachelor's degree in mathematics, she enlisted in the United States Coast Guard in January 1976 and attended Officer Candidate School in Yorktown, Virginia, from February to June 1976. She held various staff and leadership positions during her service to the Nation. In April 1979, LTJG Beverly

Kelley became the first woman to command a Coast Guard cutter, the USCGC *Cape Newhagen*. Two years earlier, the Coast Guard experimented with assigning women to sea-going ships. The high-endurance Coast Guard cutters *Morgenthau* and *Gallatin* received 10 enlisted women and 2 female officers each. Kelley was one of those officers. Twenty years later, she made history again as the first female to command a Coast Guard medium-endurance cutter, the USCGC *Northland*. Captain Kelley earned a Master of Arts degree in National Security and Strategic Studies from the Naval War College in Newport, Rhode Island and a Master of Science degree in National Resource Management from the Industrial College of the Armed Forces in Washington, D.C. Currently, she serves as a school board member for the Queen Anne's County Board of Education.

The Reverend (Doctor) Cynthia Ramirez Lindenmeyer La Vista, Nebraska

The Reverend (Doctor) Cynthia Ramirez Lindenmeyer is an ordained minister in the United Church of Christ (UCC). She currently serves as the Chaplain for the American Public University System (APUS), the number one provider of higher education to the U.S. military, and parent institution to the American Public University (APU) and the American Military University (AMU). As an adjunct instructor in Ethics and Comparative Religions, Dr. Lindenmeyer is the course director for both the Military Ethics and Islam courses.

Upon graduation from the United States Military Academy (USMA) in 1990, Cynthia was commissioned as a Signal Corps Officer in the United States Army. She served in various command and staff positions from platoon leader to company command, including operations officer and West Point minority admissions officer.


A graduate of Duke Divinity School and Distinguished Honor Graduate of the Chaplain Officer Basic Course (CHOBC), Cynthia served as a military and then civilian chaplain at USMA from 2000-2007. She earned a Pastoral Care and Counseling certificate from the Blanton-Peale Institute and Counseling Center in New York City, then earned her Doctorate of Ministry (D.Min) from Princeton Theological Seminary, and currently serves as a Cohort Mentor for the D.Min program at Duke Divinity School.

Cynthia continues to assist as an online crisis counselor for the Rape, Abuse and Incest National Network (RAINN) and a pastoral consultant to local churches in crisis, and currently is involved in the Tri-Faith initiative in Omaha, NE. Licensed by the Aerobics and Fitness Association of America (AFAA), her passions include ministry through teaching Spinning, Zumba, Piloxing and Silver Sneakers. She is married to an active duty U.S. Army officer and has two energetic children.

Major General John Macdonald, USA, Retired Alexandria, Virginia

(Inducted June 2014)

Major General John Macdonald (US Army Retired) completed 33 years of service to the Nation retiring on August 31, 2012. During his time in the Army, he served 17 years outside of the US. He led troops in combat in Grenada, Saudi Arabia and Iraq and most recently in Afghanistan. An attack helicopter aviator he served 5 years in the 82nd Airborne Division and 18th Airborne Corps,



10 years along the Demilitarized Zone in Korea, and 6 years in Germany before, during and after the fall of the Iron Curtain. His last tour of duty was in Korea as the CJ3 Operations Officer for a Four Star, United Nations, Combined and Joint command, where he is credited with significantly advancing the ROK/US warfighting capability with creative exercises, tough negotiations and great team work in tense crisis situations; North Korean sinking of the ROKS Cheonan and loss of 46 ROK sailors, north Korean shelling of Y-P Do killing four South Koreans and launch of nK failed satellite attempt.

MG Macdonald is now an independent consultant, focusing on War Gaming for DoD and other Government Agencies, has provided motivational talks for Jiatong University, Gannett news, Air War College and others. He is active in assisting both Korean War veterans and soon Vietnam Veterans by providing a commemorative book to show sponsor's appreciation for veteran's sacrifices.

He is a Master Aviator, Master Parachutist and Ranger Qualified. He was awarded 2 Distinguished Service Medals and 38 other military decorations. John has served as a member of five boards associated with the Army and DoD.

John graduated from the United States Military Academy at West Point in 1979. He holds a Master of Science in Business Administration from Central Michigan University and a Master of Arts in National Security and Strategic Studies from the Naval War College at Newport, Rhode Island.

He is most happily married to BG (Ret) Anne Macdonald. They live in Alexandria, VA, from which they travel, ski and powerboat.

Force Master Chief Laura A. Martinez, USN, Retired

La Vernia, Texas

(Inducted June 2014)

FORCM (Retired) Laura A. Martinez transitioned from the United States Navy in October 2011 with over 32 years of active service.

FORCM (Ret) Martinez held various command executive leadership positions, but in her last four years of Naval service, she served as the 12th Force Master Chief and advisor to the Navy Surgeon General/ Chief Bureau of Medicine and Surgery on enlisted issues. She also served as the Director of the Hospital Corps overseeing all programs and policies on accession, training and utilization of over 26,000 active and reserve Hospital Corpsmen.

She holds a Bachelor of Science Degree from the University of Louisiana at Lafayette and currently is a student at Kaplan University. She also attended both the Navy and Air Force Enlisted Leadership Command Schools. She is the recipient of the 2009 Women of Color STEM Pioneer Award.

She is married to HMCS (Ret) Ismael "Marty" Martinez and they have two adult children: Joseph and Alyssia.

Donna M. McAleer

Park City, Utah

Donna McAleer is an award-winning author of the groundbreaking book *Porcelain on Steel: Women of West Point's Long Gray Line*. Donna is a congressional candidate for Utah's 1st District, having won the democratic nomination by an overwhelming majority of 66%.

Donna McAleer graduated from West Point in 1987, and served as an Army officer in a variety of leadership positions in Germany. She earned an MBA from the Darden Graduate School of the University of Virginia.

Donna's professional career includes a variety of roles in public, private and not-for-profit corporations. She began in the private sector with the Novations Consulting Group, later moving to William M. Mercer, Inc. Donna then became a Vice President of Global Logistics and Support Services at GenRad, a leading producer of electronic test equipment. There Donna was responsible for the development and implementation of a global logistics and customer support strategy. In February 2000, she relinquished her position at GenRad to begin an intensive training regimen. She committed herself to the pursuit of a lifelong dream and a unique opportunity—to represent the United States in the 2002 Winter Olympic Games in the medal debut of Women's Bobsled. As a Bobsled Driver, she finished 4th in Olympic trials.

Wanting to give back to her community, Donna became the Executive Director of the People's Health Clinic, a non-profit based in Park City. In this capacity she led a strategic business model transition and financial turnaround to ensure financial stability for this organization's commitment to providing quality medical and healthcare for the uninsured. Donna is on the advisory council of the Women's Business Institute at Salt Lake Community College. Currently, she is a PSIA and ACE Level 2 ski instructor at Deer Valley Ski Resort in Park City, Utah.

Donna is actively involved in the West Point community. She serves as Class President and is an Admissions Field Representative. She was elected to the West Point Association of Graduates Board of Directors, West Point Women's Network, and as an advisor to West-Point.org. Donna is the only graduate who has served on all three alumni organization boards. She is an avid outdoor enthusiast with a particular passion for skiing, snowshoeing, mountain biking, hiking, golfing and traveling.


In 2012, Donna was the Democratic candidate for Utah's 1st Congressional District. She is a keynote and inspirational speaker.

Monica Medina

Chevy Chase, Maryland

(Inducted June 2014)

Monica Medina currently serves as the Senior Director of Ocean Policy at the National Geographic Society. Prior to joining National Geographic in 2014, Ms. Medina served as Special Assistant to the Secretary of Defense, advising him on all issues concerning women in the military, military sexual assault, the lifting of the combat exclusion rule, veterans' employment, wounded warriors, traumatic



brain injury and suicides, military health care, same sex partner benefits, as well as environment and energy issues. Previously, Ms. Medina served as the Principal Deputy Undersecretary of Commerce for Oceans and Atmosphere at the National Oceanic and Atmospheric Administration, where she led efforts on Arctic conservation, and restoration of the Gulf of Mexico after the Deepwater Horizon oil spill. Earlier Ms. Medina served on the Transition Team for the Obama Administration.

Ms. Medina has worked for nearly 30 years at the intersection of law and policy in Washington, D.C. She was a partner at the law firm of Heller Ehrman, and held various other positions in the executive branch of government, on Capitol Hill, in non-profit organizations, and in business. She attended Georgetown University on an Army R.O.T.C. scholarship, and began her legal career on active duty in the Honor's Program of the Army General Counsel's office. For her service in the Army, Ms. Medina was awarded an Army Commendation Medal in 1989, and a Meritorious Service Medal in 1990. In 2013, Secretary of Defense Leon Panetta awarded Ms. Medina the Department of Defense Distinguished Public Service Medal.

Rear Admiral Elizabeth M. Morris, USN, Retired **Herndon, Virginia**

Rear Admiral Betsy Morris was awarded a Navy Nurse Corps collegiate scholarship in 1972 and served 33 years in the U. S. Navy's Active and Reserve Components. She held various clinical, staff and headquarters positions for Navy Medicine including Associate Chief, Human Resources; Deputy Chief for Reserve Affairs ; and Deputy Director, Navy Nurse Corps, Reserve Component. She has served as a member on the National Naval Reserve Policy Board and the Association of Military Surgeons of the United States Board of Managers. In addition to her military awards, she was inducted into the University of Delaware's Alumni Wall of Fame in 2008. Betsy graduated with a Bachelor of Science Degree in Nursing from the University of Delaware, a Master of Nursing Degree from the University of Florida and a Post Master Certificate from The Catholic University of America. She is a pediatric nurse practitioner at Capital Area Pediatrics.

Brian Morrison **Falls Church, Virginia**

(Inducted June 2014)

Brian Morrison is an executive with a large international aerospace and defense company.

Before entering the private sector, he served as Deputy Assistant Secretary of Defense (Legislative Affairs), work for which he was awarded the Defense Medal for Outstanding Public Service. He served in various positions with the United States House of Representatives' Permanent Select Committee on Intelligence, including as Deputy Staff Director and General Counsel. Prior to that, he was an Assistant General Counsel at the Central Intelligence Agency and an attorney with the law firm of Williams & Connolly LLP in Washington DC. A graduate of the Harvard Law School and Brandeis University, Mr. Morrison was a law clerk to the Honorable Hugh H. Bownes of the United States Court of Appeals for the First Circuit.

Brian was an officer in the United States Navy Reserve for nearly a decade, including a tour mobilized to active duty in Iraq during the troop surge of 2007.

Lieutenant Colonel Hae-Sue Park, USA, Retired Springfield, Virginia

Hae-Sue Park, a US Army veteran enlisted as a Multichannel Radio Operator in 1982. Subsequently, in 1987 she received a commission in the Regular Army upon graduation from the United States Military Academy, West Point. Her 21 years of service to our Nation include information technology assignments that range from the tactical arena of command and control communication operations in Korea's DMZ, to National strategic operations as commander of the Department of Defense's only secure satellite communications constellation. Throughout her career, Hae-Sue served in a spectrum of leadership positions that began as a communications platoon leader in the 56th Field Artillery Command (Pershing), culminating with selection to command the 53rd Signal Battalion (SATCON). Other highlights of her military service include assignments as Assistant Professor of Economics at the United States Military Academy West Point, Signal Corp Assignment Officer (majors, lieutenant colonels, colonels) US Army Human Resource Command, and Special Assistant to the Chief of Staff Army Pentagon.


After retirement from active duty, she has been applying Army leadership values in private industry with experiences as Management Associate at Bridgewater Associates, and Chief Operating Officer at SNVC LLC. She is currently the founder and CEO of Apogee Systems Corporation, a federal sector information technology services company.

Ms. Park holds a Bachelor of Science Degree from the United States Military Academy and a Masters of Business Administration from Harvard University.

Major General Gale S. Pollock, USA, Retired Gettysburg, Pennsylvania

MG Gale S. Pollock (Ret) served as Commander, US Army Medical Command and Acting Surgeon General of the Army in 2007 (the first woman, non-physician to have this role in any of the military Services, with a \$9.7B annual budget). Simultaneously, she served as the 22nd Chief of the Army Nurse Corps. Following her retirement from the Army, she was the founding Executive Director of the Louis J. Fox Center for Vision Restoration at the University of Pittsburgh and associate professor at the University of Pittsburgh School of Medicine and School of Nursing. In 2011, MG Pollock was a Fellow in Harvard University's Advanced Leadership Initiative.

General Pollock received the 2008 Agatha Hodgins Achievement Award from the American Association of Nurse Anesthetists; the 2007 "Woman of the Year" of the American Legion Auxiliary; and Distinguished Alumna of Baylor University in 2006. She was selected as a 2013/2014 Professional Woman of the Year by the National Association of Professional Women in January 2014.



MG Pollock received a Bachelor of Science in Nursing from the University of Maryland. She is a Certified Registered Nurse Anesthetist (CRNA). She received her Master of Business Administration from Boston University; a Master's in Healthcare Administration from Baylor University, a Master's in National Security and Strategy from the National Defense University, and an honorary Doctorate of Public Service from the University of Maryland. She is a Fellow in the American College of Healthcare Executives (FACHE) and the American Academy of Nursing (FAAN).

Her passion is restoration of sight and, when not advancing this cause, she spends time with her "spousal-unit," Doug McAllaster, and her ambassador guide dog, Cruiser, enjoying exercise and the beauty of the outdoors.

Sergeant Major of the Army Kenneth O. Preston, USA, Retired **Mount Savage, Maryland**

(Inducted August 2014)

Sergeant Major of the Army Kenneth O. Preston served as the 13th Sergeant Major of the Army from January 15, 2004 to March 1, 2011. He retired as the longest serving Sergeant Major of the Army with more than seven years in the position.

As Sergeant Major of the Army, Preston served as the Army Chief of Staff's personal adviser on all Soldier and Family related matters, particularly areas affecting Soldier training and quality of life. He devoted the majority of his time in this position to traveling throughout the Army, serving as a force provider for leaders at all levels of responsibility, overseeing Soldier and unit training, manning and equipping challenges, and talking to Soldiers and their Families to understand their needs, personal hardships and challenges serving a Nation at war.

Preston is a native of Mount Savage, Md. He entered the Army on June 30, 1975. He attended Basic Training and Armor Advanced Individual Training at Fort Knox, Kentucky. Throughout his 36-year career, he served in every enlisted leadership position from cavalry scout and tank commander to his final position as Sergeant Major of the Army. Other assignments he held as a command sergeant major were with the 3rd Battalion, 8th Cavalry Regiment, 1st Cavalry Division; 3rd "Grey Wolf" Brigade, 1st Cavalry Division; 1st Armored Division in Bad Kreuznach, Germany; and V Corps in Heidelberg, Germany. His most recent assignment prior to serving as the 13th Sergeant Major of the Army was as the command sergeant major for Combined Joint Task Force 7 in Iraq.

His military education includes the Basic Noncommissioned Officer's Course, Advanced Noncommissioned Officer's Course, First Sergeant's Course, M1/M1A1 Tank Master Gunner Course, Master Fitness Trainer Course, Battle Staff Noncommissioned Officer's Course, and the United States Army Sergeants Major Academy. Preston holds a Master's Degree in Business Administration from Trident University International.

His awards and decorations include the Distinguished Service Medal, the Legion of Merit with oak leaf cluster, the Bronze Star Medal, the Army Meritorious Service Medal with 3 oak leaf clusters, Joint Service Commendation Medal, Army Commendation Medal with 3 oak leaf clusters, the Army Achievement Medal with two oak leaf clusters, the Good Conduct Medal 11th award, National Defense ribbon

with bronze star, the Southwest Asia Service Medal, Kosovo Campaign Medal, the Global War on Terrorism Expeditionary Medal, the Global War on Terrorism Service Medal, the NCOES Ribbon, the Army Service Ribbon, the Overseas Service Ribbon 5th award, the NATO Medal, Kuwait Liberation Medal (Government of Kuwait), the Joint Meritorious Unit Award with bronze star, Army Meritorious Unit Commendation and the Department of the Army Staff Badge.

He continues to support military Service members and their families through his volunteer work serving on the Board of Directors for the United Services Organization (USO); Homes for Our Troops, a national non-profit organization assisting severely injured Veterans and their families by raising money, building materials and professional labor, and by coordinating the process of building a home at no cost to the Veterans and their families; the Institute for Veterans and Military Families (IVMF) at Syracuse University; the Armed Forces Benefit Association; the General Electric Military Advisory Board; the Army Historical Foundation; and the Armor and Cavalry Historical Foundation. He is a member of the Army and Air Force Exchange Retiree Council and serves as a co-chair for the Chief of Staff of the Army's Retiree Council. He continues to support Soldiers and their Families as the Director of Noncommissioned Officer and Soldier Programs at the Association of the United States Army (AUSA).



Defense Advisory Committee on Women in the Services

Appendix C:

Installations Visited



Site	Members	Dates
Naval Station Norfolk, Norfolk, VA	CAPT Beverly Kelley, USCG, Retired; Rev. Dr. Cynthia Lindenmeyer; CMSgt Bernise Belcer, USAF, Retired	April 7 to 9, 2014
Fort Bliss, El Paso, TX	Ms. Holly Hemphill, Chair; MG Gale S. Pollock, USA, Retired; FLTCM Jacqueline DiRosa, USN, Retired	April 15 to 18, 2014
Lackland Air Force Base, San Antonio, TX	Rev. Dr. Cynthia Lindenmeyer; LtGen Frances Wilson, USMC, Retired	April 23 to 26, 2014
Coast Guard Sector Hampton Roads, Portsmouth, VA	LTC Hae-Sue Park, USA, Retired; LtGen Frances Wilson, USMC, Retired	April 27 to 29, 2014
Coast Guard Aviation Technical Training Center, Elizabeth City, NC	CMSgt Bernise Belcer, USAF, Retired; MG Gale S. Pollock, USA, Retired	April 30 to May 1, 2014
Langley Air Force Base, Joint Base Langley- Eustis, VA	CMSgt Bernise Belcer, USAF, Retired; MG Gale S. Pollock, USA, Retired	May 1 to 3, 2014
MARFORCOM, Norfolk, VA	Ms. Teresa Christenson; LtGen Frances Wilson, USMC, Retired	May 5 to 7, 2014
Marine Corps Base Quantico, Quantico, VA	RADM Betsy Morris, USN, Retired; LTC Hae-Sue Park, USA, Retired	May 15, 2014



Appendix D:

Focus Group Protocols



Appendix D-1: DACOWITS 2014 Wellness Focus Group Protocol

Session Information

Location:

Date:

Time:

Facilitator:

Recorder:

of Participants present for entire session:

of Participants excused/reasons:

Focus Group Kick-Off: Key Points to Cover

- Welcome attendees
 - Thank you for taking the time to join our discussion today.
 - I am ____ (insert name) and I am a member of the Defense Advisory Committee on Women in the Services (DACOWITS), and this is ____ (introduce partner), also a member of DACOWITS.
 - We have ____ (insert name) here with us from the DACOWITS office in the Pentagon.
 - Our scribe, ____ (insert name), is with [Contractor], a research firm hired to record these sessions, and s/he is a part of the DACOWITS research team.
- Introduce DACOWITS and its purpose
 - DACOWITS stands for the Defense Advisory Committee on Women in the Services. The Committee has been around a long time—over 60 years.
 - DACOWITS' charter is broad - to advise the Secretary of Defense on matters and policies relating to service of women in the Armed Forces.
 - We are a civilian Committee, although some of us have prior military service.
 - We are appointed by the Secretary of Defense. We are all volunteers—we serve without pay.
 - Every year DACOWITS selects specific topics on which to prepare a report for the Secretary of Defense.
 - This year, the Committee is interested in hearing from you on military culture and prevention of sexual harassment. (FOR MEN GROUPS: We are also meeting with groups of women). We would like to spend some time discussing these specific topics, but we will also try to set aside some time at the end to discuss any general topics related to women in the military that you'd like to talk about.
- Describe how focus group session will work
 - A focus group is basically just a guided discussion. As the facilitator, I have a set of scripted questions that I'd like to cover today, but we would like to encourage open conversation. Our scribe serves as a recorder. S/he will generate a transcript of our discussion but will not take down anyone's name.

- The session will last approximately 90 minutes, and we will not take a formal break. (Restrooms are located xxxxxx). Please don't hesitate to step out at any time for whatever reason.
- We consider you the experts on this topic; your opinions and attitudes are important to us. While we would like to hear from everyone, feel free to answer as many or as few questions as you prefer.
- Explain ground rules
 - Please speak clearly and one at a time.
 - There are no right or wrong answers.
 - We want to hear the good and the bad.
 - We respect and value differences of opinion.
 - Please avoid sidebar conversations.
 - I want to make sure we cover all our questions today. If I feel we've covered a topic, I'll move us along.
 - Our scribe [] will also make sure we are sticking to the schedule and will remind me if we need to move on to the next question.
- Emphasize that participation is voluntary and that privacy and confidentiality will be maintained.
 - Your participation in this session is voluntary.
 - If you would prefer to excuse yourself from the focus group at any time, you are free to do so.
 - If there are any questions you don't want to answer for whatever reason, please feel free to pass.
 - We treat the information you share as confidential. That means we will protect your confidentiality to the extent allowable by law. We will not reveal the names of study participants and no information will be reported that can identify you or your family. In fact, all members of the DACOWITS research team (members and staff) have signed confidentiality agreements pledging to safeguard the confidentiality of the information we gather in these sessions.
 - Your name will not be linked to your answers or to any comments you make during the discussion.
 - There are some behaviors that we are required to report. If we learn that you are being hurt or plan on hurting yourself or others, or others are being hurt or plan on hurting themselves or others, the law requires that we share this information with someone who can help and the appropriate authority.
 - If you would like to speak with your installation's Sexual Assault Response Coordinator, s/he is available to speak with you during or after our focus group session.
 - Also, because this is a group meeting, it is important that each of you agree to respect and protect each other's privacy. We expect you to keep any information you hear today in the strictest of confidence, and not discuss it with anyone outside of this group.
 - We will begin by passing out a couple of short forms.

- » The first is a participant rights form for you to read. If you do not agree to the terms in the form, we will not be able to include you in the group today. If you stay for the group discussion, this will indicate your consent.
- » The second is a short mini-survey which we ask you to complete anonymously. Please do not include your name. This mini-survey allows us to compile data on the number and kinds of participants we spoke with during our site visits.
- We will be visiting other installations and we will use what we learn in writing our report to the Secretary of Defense. (Show copy of 2013 report.) Copies of our reports are available on the web at dacowits.defense.gov.

Warm-Up/Introductions

1. Before we get started with our discussion about military culture and women's service and prevention of sexual harassment and sexual assault, let us tell you a bit about ourselves (short introduction from DACOWITS members; e.g., My name is [name] and I'm from [location]. I am a [retired service member/current occupation]).

Now, let's go around the room and please tell us (note: ask all these at once):

- How many years you've served in the military
- Your job in the military
- How many times you have been deployed since September 11, 2001
- How long it has been since you've been deployed

Military Culture and Women's Service

2. From issues of sexual harassment to combat integration to health and well-being, the military's "culture" is often cited as a strength or an impediment. One definition of culture is as follows: "A culture is a way of life of a group of people--the *behaviors, beliefs, values, and symbols* that they accept, generally without thinking about them, and that are passed along by communication and imitation."ⁱⁱ Now we're going to talk about military culture. When we talk about military culture, what does that mean to you?
 - Probe neutrally: Say more on that. What other aspects come to mind? Does anyone have a different view?
3. Considering this definition of culture, what do you feel are some positive aspects of military culture?
 - What are positive aspects of your unit or command culture?
 - Can you share examples of positive cultural experiences you had at different stages of your career so far, such as recruitment, in-processing, training, work in different units?

ⁱⁱ Adapted from <http://www.tamu.edu/faculty/choudhury/culture.html>

4. What do you feel are some negative aspects of military culture?
 - What are negative aspects of your unit or command culture?
 - Can you share examples of negative cultural experiences you had at different stages of your career so far, such as recruitment, in-processing, training, work in different units?
5. How does your experience of military culture compare to what you expected when you first came into the military?
6. If you were in charge, what positive parts of the military culture would you build on or expand, and how? And what changes you would make?
7. Thinking about the positive and negative aspects of the military culture that we've discussed...
 - How would those affect the occurrence of sexual harassment and sexual assault?
 - How would those affect the ongoing efforts for full integration of women?

Prevention of Sexual Harassment

Thanks so much for your thoughtful responses so far. Now we are going to switch gears and move on to our other topic, prevention of sexual harassment. There has been a lot of attention given to the topic of sexual assault (which is a crime involving intentional sexual contact) and the Committee has been looking into that, but we are focusing on sexual harassment today.

As we talk about sexual harassment, we are asking general questions and not asking you to talk about your own personal experience. I also just want to remind you that if you want to step out for any reason at any time, please feel free to do so.


To ensure we all have the same understanding I'd like to read you the DoD definition of sexual harassment:

Sexual harassment is:

A form of sexual discrimination that involves unwelcome sexual advances, requests for sexual favors, and other verbal or physical conduct of a sexual nature when: submission to, or rejection of, such conduct is made either explicitly or implicitly a term or condition of a person's job, pay, career, or submission to, or rejection of, such conduct by a person is used as a basis for career or employment decisions affecting that person, or such conduct has the purpose or effect of unreasonably interfering with an individual's work performance or creates an intimidating, hostile, or offensive working environment.

Please consider this definition as we talk about sexual harassment in the military. Let me know if you need me to re-read it at any point during our discussion.

8. How do you think the incidence of sexual harassment compares to the incidence of sexual assault in your unit/command/Service?

- 
9. Based on your views on incidence, do you think your unit/command/Service gives sufficient attention to preventing and responding to sexual harassment compared to sexual assault?
 10. How does the culture in your unit/command/Service affect the occurrence of sexual harassment?
 - Are there circumstances that make sexual harassment more likely to occur and, if so, what are those circumstances?
 11. What is the most important thing an individual Sailor/Soldier/Airman/Marine can do to prevent and respond to sexual harassment? A leader?
 12. What efforts are you aware of to ensure perpetrators of sexual harassment are held accountable?
 - How effective have these efforts been?
 - What aspects of these efforts, if any, need improvement?
 13. How confident are you in the system to hold a perpetrator accountable?
 14. What more could be done or done more effectively to prevent sexual harassment?

General Questions

15. We're also interested in hearing about other issues that may affect women in the military that we haven't yet discussed. Is there anything else you'd like to talk about with us? We may use your ideas as future topics of DACOWITS research.
 - What do you feel is the biggest challenge to women in the military today?
 - If you could take one recommendation back to the Secretary of Defense, what would it be?

MODERATOR: REINFORCE CONFIDENTIALITY– we will keep your information confidential, please do so as well by not sharing what you heard with anyone else.

This concludes our discussion. Thank you for taking the time to share your knowledge with us. Your thoughts are valuable to our efforts to inform the Office of the Secretary of Defense on these matters.

Once again, thank you very much.

If needed, the official definition for sexual assault: Sexual assault is a crime. Sexual assault is defined as intentional sexual contact, characterized by use of force, physical threat or abuse of authority, or when the victim does not or cannot consent. Consent should not be deemed or construed to mean the failure by the victim to offer physical resistance. Additionally, consent is not given when a person uses force,

threat of force, coercion or when the victim is asleep, incapacitated, or unconscious. Sexual assault includes rape, nonconsensual sodomy (oral or anal sex), indecent assault (e.g., unwanted and inappropriate sexual contact or fondling), or attempts to commit these acts. Sexual assault can occur without regard to gender, spousal relationship, or age of victim.



Appendix D-2: DACOWITS 2014 Assignments Focus Group Protocol

Session Information

Location:

Date:

Time:

Facilitator:

Recorder:

of Participants present for entire session:

of Participants excused/reasons:

Focus Group Kick-Off: Key Points to Cover

- Welcome attendees
 - Thank you for taking the time to join our discussion today.
 - I am ____ (insert name) and I am a member of the Defense Advisory Committee on Women in the Services (DACOWITS), and this is ____ (introduce partner), also a member of DACOWITS.
 - We have ____ (insert name) here with us from the DACOWITS office in the Pentagon.
 - Our scribe, ____ (insert name), is with [Contractor], a research firm hired to record these sessions, and s/he is a part of the DACOWITS research team.
- Introduce DACOWITS and its purpose
 - DACOWITS stands for the Defense Advisory Committee on Women in the Services. The Committee has been around a long time—over 60 years.
 - DACOWITS' charter is broad - to advise the Secretary of Defense on matters and policies relating to service of women in the Armed Forces.
 - We are a civilian Committee, although some of us have prior military service.
 - We are appointed by the Secretary of Defense. We are all volunteers—we serve without pay.
 - Every year DACOWITS selects specific topics on which to prepare a report for the Secretary of Defense.
 - This year, the Committee is interested in hearing from you on recruitment of women into the enlisted ranks and career progression of enlisted women and NCOs. (FOR MEN GROUPS: We are also meeting with groups of women). We would like to spend some time discussing these specific topics, but we will also try to set aside some time at the end to discuss any general topics related to women in the military that you'd like to talk about.
- Describe how focus group session will work
 - A focus group is basically just a guided discussion. As the facilitator, I have a set of scripted questions that I'd like to cover today, but we would like to encourage open conversation. Our scribe serves as a recorder. S/he will generate a transcript of our discussion but will not take down anyone's name.

- The session will last approximately 90 minutes, and we will not take a formal break. (Restrooms are located xxxxxx). Please don't hesitate to step out at any time for whatever reason.
- We consider you the experts on this topic; your opinions and attitudes are important to us. While we would like to hear from everyone, feel free to answer as many or as few questions as you prefer.
- Explain ground rules
 - Please speak clearly and one at a time.
 - There are no right or wrong answers.
 - We want to hear the good and the bad.
 - We respect and value differences of opinion.
 - Please avoid sidebar conversations.
 - I want to make sure we cover all our questions today. If I feel we've covered a topic, I'll move us along.
 - Our scribe [] will also make sure we are sticking to the schedule and will remind me if we need to move on to the next question.
- Emphasize that participation is voluntary and that privacy and confidentiality will be maintained
 - Your participation in this session is voluntary.
 - If you would prefer to excuse yourself from the focus group at any time, you are free to do so.
 - If there are any questions you don't want to answer for whatever reason, please feel free to pass.
 - We treat the information you share as confidential. That means we will protect your confidentiality to the extent allowable by law. We will not reveal the names of study participants and no information will be reported that can identify you or your family. In fact, all members of the DACOWITS research team (members and staff) have signed confidentiality agreements pledging to safeguard the confidentiality of the information we gather in these sessions.
 - Your name will not be linked to your answers or to any comments you make during the discussion.
 - There are some behaviors that we are required to report. If we learn that you are being hurt or plan on hurting yourself or others, or others are being hurt or plan on hurting themselves or others, the law requires that we share this information with someone who can help and the appropriate authority.
 - If you would like to speak with your installation's Sexual Assault Response Coordinator, s/he is available to speak with you during or after our focus group session.
 - Also, because this is a group meeting, it is important that each of you agree to respect and protect each other's privacy. We expect you to keep any information you hear today in the strictest of confidence, and not discuss it with anyone outside of this group.
 - We will begin by passing out a couple of short forms.

- » The first is a participant rights form for you to read. If you do not agree to the terms in the form, we will not be able to include you in the group today. If you stay for the group discussion, this will indicate your consent.
- » The second is a short mini-survey which we ask you to complete anonymously. Please do not include your name. This mini-survey allows us to compile data on the number and kinds of participants we spoke with during our site visits.
- We will be visiting other installations and we will use what we learn in writing our report to the Secretary of Defense. (Show copy of 2013 report.) Copies of our reports are available on the web at dacowits.defense.gov.

Warm-Up/Introductions

1. Before we get started with our discussion about recruitment of enlisted women and career progression of women in the military, let us tell you a bit about ourselves (short introduction from DACOWITS members; e.g., My name is [name] and I'm from [location]. I am a [retired service member/current occupation]).

Now, let's go around the room and please tell us (note: ask all these at once):

- How many years you've served in the military
- Your job in the military
- How many times you have been deployed since September 11, 2001
- How long it has been since you've been deployed

Accession of Women into the Enlisted Ranks

We will start by talking about your experience in enlisting in the military.

2. How did you come to enlist?
 - What did you consider in making your decision to join the military?
 - What did you consider in choosing a service?
 - Up until 2013, a DoD policy, which is now rescinded, barred women from serving in direct ground combat positions. Did this policy play any role in your decision to recommend Service to others or decide to stay in the Service? (For those who enlisted after 2012) When DoD lifted this policy in January 2013, did this play any role in your decision to enlist?
3. Were you satisfied with the recruitment process?
 - If you were satisfied, why? What aspects of the process were positive?
 - If you were dissatisfied, why? What aspects of the process did not meet your expectations?
 - What did you encounter as far as active recruitment? How much interaction did you have with a recruiter? What did your recruiter do to encourage you to enlist?
4. Is it important to have women in key roles during recruitment? During training? Why?

5. In your opinion, what could the military do to improve recruitment of women into the enlisted ranks?

Note: If “Good order and discipline” is specified, ask the respondent to define it/clarify what it means to them.

Career Progression of Women in the Military

The Committee is interested in understanding the career progression of women - enlisted, NCOs, and officers.

6. What has the role of professional military education (PME) and civilian education opportunities been in your career progression?
 - If you have been afforded these opportunities, how did you come upon them?
 - What barriers to these opportunities have you faced, if any?
7. What has the role of developmental assignments been in your career progression? By developmental assignments, we are referring to prerequisites for promotion and increased leadership opportunities [enlisted and NCOs – leadership or career enhancing schools, leadership position, etc].
 - What are the key developmental assignments required to progress in your career?
 - What differences, if any, do you perceive in the ability of men and women to get key developmental assignments?
 - If you have been afforded these opportunities, how did you come upon them?
 - What barriers to these opportunities have you faced, if any?
8. Thinking about your career as a whole, what people, events or circumstances have been most helpful in advancing your career? What about any barriers?

General Questions

9. We’re also interested in hearing about other issues that may affect women in the military that we haven’t yet discussed. Is there anything else you’d like to talk about with us? We may use your ideas as future topics of DACOWITS research.
 - What do you feel is the biggest challenge to women in the military today?
 - If you could take one recommendation back to the Secretary of Defense, what would it be?

MODERATOR: REINFORCE CONFIDENTIALITY– we will keep your information confidential, please do so as well by not sharing what you heard with anyone else.

This concludes our discussion. Thank you for taking the time to share your knowledge with us. Your thoughts are valuable to our efforts to inform the Office of the Secretary of Defense on these matters.

Once again, thank you very much.



Appendix D-3: DACOWITS 2014 Combined Focus Group Protocol

Session Information

Location:

Date:

Time:

Facilitator:

Recorder:

of Participants present for entire session:

of Participants excused/reasons:

Focus Group Kick-Off: Key Points to Cover

- Welcome attendees
 - Thank you for taking the time to join our discussion today.
 - I am ____ (insert name) and I am a member of the Defense Advisory Committee on Women in the Services (DACOWITS), and this is ____ (introduce partner), also a member of DACOWITS.
 - We have ____ (insert name) here with us from the DACOWITS office in the Pentagon.
 - Our scribe, ____ (insert name), is with [Contractor], a research firm hired to record these sessions, and s/he is a part of the DACOWITS research team.
- Introduce DACOWITS and its purpose
 - DACOWITS stands for the Defense Advisory Committee on Women in the Services. The Committee has been around a long time—over 60 years.
 - DACOWITS' charter is broad - to advise the Secretary of Defense on matters and policies relating to service of women in the Armed Forces.
 - We are a civilian Committee, although some of us have prior military service.
 - We are appointed by the Secretary of Defense. We are all volunteers—we serve without pay.
 - Every year DACOWITS selects specific topics on which to prepare a report for the Secretary of Defense.
 - This year, the Committee is interested in hearing from you on military culture and prevention of sexual harassment. (FOR MEN GROUPS: We are also meeting with groups of women). We would like to spend some time discussing these specific topics, but we will also try to set aside some time at the end to discuss any general topics related to women in the military that you'd like to talk about.

- Describe how focus group session will work
 - A focus group is basically just a guided discussion. As the facilitator, I have a set of scripted questions that I'd like to cover today, but we would like to encourage open conversation. Our scribe serves as a recorder. S/he will generate a transcript of our discussion but will not take down anyone's name.
 - The session will last approximately 90 minutes, and we will not take a formal break. (Restrooms are located xxxxxx). Please don't hesitate to step out at any time for whatever reason.
 - We consider you the experts on this topic; your opinions and attitudes are important to us. While we would like to hear from everyone, feel free to answer as many or as few questions as you prefer.
- Explain ground rules
 - Please speak clearly and one at a time.
 - There are no right or wrong answers.
 - We want to hear the good and the bad.
 - We respect and value differences of opinion.
 - Please avoid sidebar conversations.
 - I want to make sure we cover all our questions today. If I feel we've covered a topic, I'll move us along.
 - Our scribe [] will also make sure we are sticking to the schedule and will remind me if we need to move on to the next question.
- Emphasize that participation is voluntary and that privacy and confidentiality will be maintained
 - Your participation in this session is voluntary.
 - If you would prefer to excuse yourself from the focus group at any time, you are free to do so.
 - If there are any questions you don't want to answer for whatever reason, please feel free to pass.
 - We treat the information you share as confidential. That means we will protect your confidentiality to the extent allowable by law. We will not reveal the names of study participants and no information will be reported that can identify you or your family. In fact, all members of the DACOWITS research team (members and staff) have signed confidentiality agreements pledging to safeguard the confidentiality of the information we gather in these sessions.
 - Your name will not be linked to your answers or to any comments you make during the discussion.
 - There are some behaviors that we are required to report. If we learn that you are being hurt or plan on hurting yourself or others, or others are being hurt or plan on hurting themselves or others, the law requires that we share this information with someone who can help and the appropriate authority.

- If you would like to speak with your installation's Sexual Assault Response Coordinator, s/he is available to speak with you during or after our focus group session.
- Also, because this is a group meeting, it is important that each of you agree to respect and protect each other's privacy. We expect you to keep any information you hear today in the strictest of confidence, and not discuss it with anyone outside of this group.
- We will begin by passing out a couple of short forms.
 - » The first is a participant rights form for you to read. If you do not agree to the terms in the form, we will not be able to include you in the group today. If you stay for the group discussion, this will indicate your consent.
 - » The second is a short mini-survey which we ask you to complete anonymously. Please do not include your name. This mini-survey allows us to compile data on the number and kinds of participants we spoke with during our site visits.
- We will be visiting other installations and we will use what we learn in writing our report to the Secretary of Defense. (Show copy of 2013 report.) Copies of our reports are available on the web at dacowits.defense.gov.

Warm-Up/Introductions

1. Before we get started with our discussion about military culture and women's service, prevention of sexual harassment, and career progression of women in the military, let us tell you a bit about ourselves (short introduction from DACOWITS members; e.g., My name is [name] and I'm from [location]. I am a [retired service member/current occupation]).

Now, let's go around the room and please tell us (note: ask all these at once):

- How many years you've served in the military
- Your job in the military
- How many times you have been deployed since September 11, 2001
- How long it has been since you've been deployed

Military Culture and Women's Service

2. From issues of sexual harassment to combat integration to health and well-being, the military's "culture" is often cited as a strength or an impediment. One definition of culture is as follows: "A culture is a way of life of a group of people--the behaviors, beliefs, values, and symbols that they accept, generally without thinking about them, and that are passed along by communication and imitation."ⁱⁱ Now we're going to talk about military culture. When we talk about military culture, what does that mean to you?
 - Probe neutrally: Say more on that. What other aspects come to mind? Does anyone have a different view?

ⁱⁱAdapted from <http://www.tamu.edu/faculty/choudhury/culture.html>

3. Considering this definition of culture, what do you feel are some positive aspects of military culture?
 - What are positive aspects of your unit or command culture?
 - Can you share examples of positive cultural experiences you had at different stages of your career so far, such as recruitment, in-processing, training, work in different units?
4. What do you feel are some negative aspects of military culture?
 - What are negative aspects of your unit or command culture?
 - Can you share examples of negative cultural experiences you had at different stages of your career so far, such as recruitment, in-processing, training, work in different units?
5. How does your experience of military culture compare to what you expected when you first came into the military?
6. If you were in charge, what positive parts of the military culture would you build on or expand, and how? And what changes you would make?
7. Thinking about the positive and negative aspects of the military culture that we've discussed...
 - How would those affect the occurrence of sexual harassment and sexual assault?
 - How would those affect the ongoing efforts for full integration of women?

Prevention of Sexual Harassment


Thanks so much for your thoughtful responses so far. Now we are going to switch gears and move on to our other topic, prevention of sexual harassment. There has been a lot of attention given to the topic of sexual assault (which is a crime involving intentional sexual contact) and the Committee has been looking into that, but we are focusing on sexual harassment today.

As we talk about sexual harassment, we are asking general questions and not asking you to talk about your own personal experience. I also just want to remind you that if you want to step out for any reason at any time, please feel free to do so.

To ensure we all have the same understanding I'd like to read you the DoD definition of sexual harassment:

Sexual harassment is:

A form of sexual discrimination that involves unwelcome sexual advances, requests for sexual favors, and other verbal or physical conduct of a sexual nature when: submission to, or rejection of, such conduct is made either explicitly or implicitly a term or condition of a person's job, pay, career, or submission to, or rejection of, such conduct by a person is used as a basis for career or employment decisions affecting that person, or such conduct has the purpose or effect of unreasonably interfering with an individual's work performance or creates an intimidating, hostile, or offensive working environment.



Please consider this definition as we talk about sexual harassment in the military. Let me know if you need me to re-read it at any point during our discussion.

8. How do you think the incidence of sexual harassment compares to the incidence of sexual assault in your unit/command/Service?
9. Based on your views on incidence, do you think your unit/command/Service gives sufficient attention to preventing and responding to sexual harassment compared to sexual assault?
10. How does the culture in your unit/command/Service affect the occurrence of sexual harassment?
 - Are there circumstances that make sexual harassment more likely to occur and, if so, what are those circumstances?
11. What is the most important thing an individual Sailor/Soldier/Airman/Marine can do to prevent and respond to sexual harassment? A leader?
12. What efforts are you aware of to ensure perpetrators of sexual harassment are held accountable?
 - How effective have these efforts been?
 - What aspects of these efforts, if any, need improvement?
13. How confident are you in the system to hold a perpetrator accountable?
14. What more could be done or done more effectively to prevent sexual harassment?

Career Progression of Women in the Military

The Committee is interested in understanding the career progression of women - enlisted, NCOs, and officers.

15. What has the role of professional military education (PME) and civilian education opportunities been in your career progression?
 - If you have been afforded these opportunities, how did you come upon them?
 - What barriers to these opportunities have you faced, if any?
16. What has the role of developmental assignments been in your career progression? By developmental assignments, we are referring to prerequisites for promotion and increased leadership opportunities [officers – joint assignments, specialized schools, etc].
 - What are the key developmental assignments required to progress in your career?
 - What differences, if any, do you perceive in the ability of men and women to get key developmental assignments?

- If you have been afforded these opportunities, how did you come upon them?
 - What barriers to these opportunities have you faced, if any?
17. Thinking about your career as a whole, what people, events or circumstances have been most helpful in advancing your career? What about any barriers?

General Questions

18. We're also interested in hearing about other issues that may affect women in the military that we haven't yet discussed. Is there anything else you'd like to talk about with us? We may use your ideas as future topics of DACOWITS research.
- What do you feel is the biggest challenge to women in the military today?
 - If you could take one recommendation back to the Secretary of Defense, what would it be?

MODERATOR: REINFORCE CONFIDENTIALITY– we will keep your information confidential, please do so as well by not sharing what you heard with anyone else.

This concludes our discussion. Thank you for taking the time to share your knowledge with us. Your thoughts are valuable to our efforts to inform the Office of the Secretary of Defense on these matters.

Once again, thank you very much.

If needed, the official definition for sexual assault: Sexual assault is a crime. Sexual assault is defined as intentional sexual contact, characterized by use of force, physical threat or abuse of authority, or when the victim does not or cannot consent. Consent should not be deemed or construed to mean the failure by the victim to offer physical resistance. Additionally, consent is not given when a person uses force, threat of force, coercion or when the victim is asleep, incapacitated, or unconscious. Sexual assault includes rape, nonconsensual sodomy (oral or anal sex), indecent assault (e.g., unwanted and inappropriate sexual contact or fondling), or attempts to commit these acts. Sexual assault can occur without regard to gender, spousal relationship, or age of victim.



Appendix E: **Mini-Survey**



Appendix E: DACOWITS 2014 Focus Group Mini-Survey

1. What is your branch of Service?

- | | |
|------------------------------------|--|
| <input type="radio"/> Air Force | <input type="radio"/> Air Force Reserve |
| <input type="radio"/> Army | <input type="radio"/> Army Reserve |
| <input type="radio"/> Coast Guard | <input type="radio"/> Coast Guard Reserve |
| <input type="radio"/> Marine Corps | <input type="radio"/> Marine Corps Reserve |
| <input type="radio"/> Navy | <input type="radio"/> Navy Reserve |
| | <input type="radio"/> Army National Guard |
| | <input type="radio"/> Air National Guard |

2. How long, in total, have you served in the military? Please round to the nearest year.

_____ Years

3. How many years are remaining in your current Service obligation? Please round to the nearest year.

_____ Years

4. How old are you?

- ☐ 18-20
- ☐ 21-24
- ☐ 25-29
- ☐ 30-34
- ☐ 35-39
- ☐ 40 or older

5. What is your gender?

- ☐ Female
- ☐ Male

6. Are you Spanish/Hispanic/Latino?

- ☐ No, not Spanish/Hispanic/Latino
- ☐ Yes, Spanish/Hispanic/Latino

7. What is your race? Mark all that apply.

- ☐ White
- ☐ Black or African American
- ☐ American Indian or Alaska Native
- ☐ Asian (e.g., Asian Indian, Chinese, Filipino, Japanese, Korean, Vietnamese)
- ☐ Native Hawaiian or other Pacific Islander (e.g., Samoan, Guamanian, Chamorro)
- ☐ Other race

8. What is your relationship status?

- ☐ Married
- ☐ In a registered domestic partnership or civil union
- ☐ Divorced or legally separated
- ☐ Widowed
- ☐ Single, but with a partner/significant other (not including domestic partnership/civil union)
- ☐ Single, with no significant other

9. Do you have dependent children living in the home?

- ☐ Yes
- ☐ No

10. What is your paygrade?


- ☐ N/A, Civilian
- ☐ E1-E3
- ☐ E4-E6
- ☐ E7-E9
- ☐ W01-W05
- ☐ O1-O3
- ☐ O4 or higher

11. Have any members of your immediate family (parents or siblings) served in the military?

- ☐ Yes
- ☐ No

12. How many times have you deployed?

- ☐ Never deployed
- ☐ Once
- ☐ Twice
- ☐ Three times
- ☐ Four times or more



13. When did you return from your most recent deployment?

_____/_____(Month/Year)

☐ Does not apply; I have not been deployed

14. Assuming you could stay in the military, which of the following best describes your military career intention?

For those of you with less than 20 years of Service:

- ☐ Staying until I am eligible for retirement
- ☐ Staying beyond my present obligation, but not necessarily until retirement
- ☐ Probably leaving after my current obligation
- ☐ Definitely leaving after my current obligation
- ☐ Leaving the active component to join the Guard or Reserve (any Service)
- ☐ Undecided/Not sure

For those with 20 or more years of Service:

- ☐ Staying indefinitely, or as long as possible
- ☐ Retiring as soon as possible
- ☐ Undecided/Not sure

Appendix A

Appendix B

Appendix C

Appendix D

Appendix E



Defense Advisory Committee on Women in the Services

Appendix F:

Mini-Survey Results

Exhibit 1: Demographic Profile of Service Academy Studentsⁱⁱⁱ

Gender	N		Percent	
Female	177		49%	
Male	186		51%	
Total	363		100%	
Service	Women		Total (Women and Men)	
	N	Percent	N	Percent
Air Force	41	23%	92	25%
Army	23	13%	36	10%
Marine Corps	34	19%	76	21%
Navy	45	25%	90	25%
Coast Guard	33	19%	65	18%
Army National Guard	0	0%	2	1%
Coast Guard Reserve	0	0%	1	0%
Air Force Reserve	0	0%	0	0%
Army Reserve	0	0%	0	0%
Navy Reserve	0	0%	0	0%
Marine Corps Reserve	1	1%	1	0%
Total	177	100%	363	100%
Age	Women		Total (Women and Men)	
	N	Percent*	N	Percent*
18–20	13	7%	29	8%
21–24	39	22%	75	21%
25–29	35	20%	79	22%
30–34	34	19%	69	19%
35–39	29	16%	55	15%
40 or older	27	15%	56	15%
Total	177	100%	363	100%
Pay Grade	Women		Total (Women and Men)	
	N	Percent	N	Percent
E1–E3	34	19%	77	21%
E4–E6	71	40%	131	36%
E7–E9	28	16%	62	17%
O1–O3 (including Warrant and Chief Warrant Officers)	30	17%	69	19%
O4 or higher	14	8%	24	7%
Total	177	100%	363	100%
Race and Ethnicity	Women		Total (Women and Men)	
	N	Percent*	N	Percent
Non-Hispanic White	102	57%	214	59%
Non-Hispanic Black	37	21%	75	21%
Hispanic	30	17%	52	14%
Other (Non-Hispanic)	8	5%	22	6%
Total	177	100%	363	100%

ⁱⁱⁱA total of 369 individuals participated in the focus groups; 6 elected to not complete the mini-survey

Marital Status	Women		Total (Women and Men)	
	N	Percent*	N	Percent
Married	90	51%	204	56%
Single, with no significant other	40	223%	80	22%
Single, but with a partner/significant other	24	14%	41	11%
Divorced or legally separated	21	12%	36	10%
Widowed	0	0%	0	0%
In a registered domestic partnership or civil union	2	1%	2	1%
Total	177	100%	363	100%
Dependent Children Living in the Home	Women		Total (Women and Men)	
	N**	Percent	N**	Percent
Yes	89	51%	170	47%
No	87	49%	189	53%
Total	176	100%	359	100%
Length of Military Service	Women		Total (Women and Men)	
	N	Percent*	N**	Percent*
Under 3 years	36	20%	73	20%
3–5 years	34	19%	74	20%
6–9 years	22	12%	50	14%
10–14 years	36	20%	59	16%
15–19 years	24	14%	54	15%
20 or more years	25	14%	52	14%
Total	177	100%	362	100%
Years Remaining in Current Service Obligation	Women		Total (Women and Men)	
	N**	Percent	N**	Percent*
Under 1 year	41	25%	81	24%
1–2 years	48	29%	99	29%
3–4 years	54	33%	115	34%
5–6 years	15	9%	28	8%
More than 6 years	7	4%	15	4%
Total	165	100%	338	100%
Members of Immediate Family Served in Military	Women		Total (Women and Men)	
	N**	Percent	N**	Percent
Yes	98	56%	201	56%
No	78	44%	159	44%
Total	176	100%	360	100%

* Percentages may not sum to 100 percent due to rounding.

** Not every participant answered each question.

Exhibit 2: Deployment Experiences of Focus Group Participants				
How many times have you deployed?	Women		Total (Women and Men)	
	N**	Percent*	N**	Percent
Never been deployed	68	38%	131	36%
Deployed	109	62%	232	64%
Total	177	100%	363	100%
<i>Of those who have deployed:</i>				
Deployed once	33	33%	54	24%
Deployed twice	21	21%	50	22%
Deployed three times	14	14%	33	15%
Deployed four times or more	33	33%	86	39%
Total	101	100%	223	100%
Length of time since last deployment	Women		Total (Women and Men)	
	N**	Percent*	N**	Percent*
Less than 6 months	9	9%	14	7%
6 months to less than 1 year	15	16%	49	23%
1 to 2 years	16	17%	36	17%
2 to 3 years	8	8%	30	14%
3 to 4 years	16	17%	32	15%
4 to 6 years	14	16%	26	12%
More than 6 years	18	19%	27	13%
Total	96	100%	214	100%

* Percentages may not sum to 100 percent due to rounding.

** Not every participant answered each question.

Exhibit 3: Retention Plans of Focus Group Participants				
Assuming you could stay in the military, which of the following choices best describes your military career intention?	Women		Total (Women and Men)	
	N**	Percent*	N**	Percent*
<i>Of those with less than 20 years of service:</i>				
Staying until I am eligible for retirement	75	51%	162	53%
Staying beyond my present obligation, but not necessarily until retirement	20	14%	40	13%
Probably leaving after my current obligation	14	10%	31	10%
Definitely leaving after my current obligation	7	5%	15	5%
Leaving the active component to join the Guard or Reserve (any Service)	9	6%	13	4%
Undecided/ Not sure	22	15%	43	14%
Total	147	100%	304	100%
<i>Of those with 20 or more years of service:</i>				
Staying indefinitely or as long as possible	9	41%	23	47%
Retiring as soon as possible	8	36%	10	20%
Undecided/ Not Sure	5	23%	16	33%
Total	22	100%	49	100%

* Percentages may not sum to 100 percent due to rounding.

** Not every participant answered each question.



Appendix G:

Focus Group Findings

The 2014 Defense Advisory Committee on Women in the Services (DACOWITS) sought to better understand several topics related to women in the U.S. Armed Forces, through a variety of data gathering methods (e.g., focus groups, briefings). The Committee conducted a series of focus groups on several of these topics, including the following:

- **Prevention of Sexual Harassment and Sexual Assault.** The Wellness Working Group has continued to study ways to prevent sexual assault and sexual harassment, with increased focus on preventing sexual harassment. This work included monitoring perceptions of the incidence of sexual harassment compared to sexual assault, efforts and resources devoted to combating sexual harassment, and assessing the effectiveness of recent initiatives aimed at combating and responding to sexual harassment and sexual assault.
- **Accession of Enlisted Women.** The Assignments Working Group examined the accession of women into the enlisted ranks, including the existence and effectiveness of outreach and recruiting efforts directed toward women.
- **Career Progression of Women Officers and Noncommissioned Officers (NCOs).** The Assignments Working Group examined the opportunities for advancement of women, including the extent to which women are able to take advantage of key developmental education/training and key developmental assignments.
- **Military Culture and Women's Service.** From issues of sexual assault to combat integration to Service members' health and well-being, the military's culture is often cited as a factor inhibiting women's service. The focus groups examined military culture in terms of both its impact on sexual harassment and sexual assault and the effect it has on the integration of women into combat positions.

The Committee gathered data, using focus group protocols and a short demographic survey of focus group participants, on these topics. This appendix summarizes DACOWITS' focus group findings^{iv} on these topics in 2014, and is organized into the following sections:

Wellness Focus Group Findings

- A. Prevention of sexual harassment and sexual assault
- B. Military culture

Assignments Focus Group Findings

- C. Accessions of enlisted women
- D. Career progression of female officers and NCOs
- E. Military culture

General Comments

^{iv}In 2014, DACOWITS conducted focus groups with both women and men, to gain insights into the unique experiences of women in the military. Focus group data from both women and men focus groups were included in the analysis, and gender comparisons were made when possible.



Wellness Focus Group Findings: Prevention of Sexual Harassment and Sexual Assault

The Wellness Working Group is interested in perceptions of incidence of and prevention of sexual harassment and sexual assault, as well as the cultural factors perceived as influencing the prevalence of sexual harassment and/or sexual assault. DACOWITS has studied sexual harassment and sexual assault in previous years. Where relevant, references to similarities to previous findings are included throughout this section. Focus groups examining this topic were conducted with junior and senior Service members, both enlisted and officers. The groups with enlisted Service members were separated into men's groups and women's groups, while the groups with officers were mixed gender, making it difficult to note differences between men and women. When a theme applies more strongly to some groups than others, this is noted. This section provides a summary of the 2014 DACOWITS focus group discussions on the topic of military culture and the prevention of sexual harassment; it is organized into sections as follows.

- Perceptions of incidence of sexual harassment and sexual assault
- Circumstances increasing the likelihood of sexual harassment and sexual assault
- Impact of military culture on sexual harassment and sexual assault
- Preventing sexual harassment and sexual assault
- Confidence in system to hold offenders accountable

Perceptions of the Incidence of Sexual Harassment and Sexual Assault

Some participants were asked how they would define sexual harassment, prior to the Committee members providing the DoD's definition. Participants most commonly spoke about sexual jokes or comments that contributed to a hostile work environment. This is similar to what was reported in 2013—that crude jokes or sexist comments were more common than unwanted sexual advances or quid pro quo forms of sexual harassment.

"I think it's just the atmosphere. No matter what base I've been at there have always been sexual jokes. It's almost like it's part of the military culture. For the longest time the military were just all men, and they can joke around with each other, but now there are women."

— Senior Enlisted Woman

"I've seen they can say almost anything sexual to a female, and they'll brush it off. It's a joke. They do it in a laughing manner so you can brush it off. But it's constant, all the time."

— Junior Enlisted Woman

"I feel like females need to learn how to hold their own in a male dominated work force. We shouldn't have to deal with it but the fact [is] that it does happen. I've been approached and with serious inquiries, but I just say no. I'll keep my distance and I stay away from certain people and certain situations."

— Junior Enlisted Woman

"You'll have women that make sexual harassment comments just to fit in, most often about females and sometimes men."

— Junior Enlisted Woman

Sexual harassment and sexual assault were often described as being perpetrated by males on female victims; however, several focus groups mentioned the occurrence of same-sex harassment or assault. Same-sex sexual harassment was also mentioned in the 2013 focus groups.

"It's not just females [being harassed and assaulted], it's males too. For them to come forward and say anything, it's hard but kind of the same. They think I'll be looked at like someone who can be taken advantage of."

— Senior Enlisted Woman

"There are guys getting it done [being harassed and assaulted], too. There's that alpha mentality, so we don't say it."

— Senior Enlisted Man

General Perceptions of Incidence

DACOWITS asked focus group participants how the incidence of sexual harassment compared to the incidence of sexual assault for their particular unit, command, or Service.

Incidence of Sexual Harassment Compared to Sexual Assault

Participants had a variety of opinions regarding the incidence of harassment and assault; however, sexual harassment was generally perceived to be more common than sexual assault. This echoes findings from focus group participants at the Service Academies in 2013, who also felt that sexual harassment is more common than sexual assault. In addition, participants described their opinions of how the rate of reporting of harassment and assault may differ from the actual rate of occurrence.

"There is probably a lot more harassment going around. A lot of people consider it a fuzzy area, but if someone is uncomfortable with it, it's harassment and it needs to stop. At least in my unit, there have been more reports of harassment than assault."

— Female Officer

"I think harassment leads to assault, so it's one in the same. They probably happen just as much."

— Junior Enlisted Woman

"Harassment is reported more than assault... Harassment is reported more to try to stop it."

— Senior Enlisted Man

"Assault gets reported more than harassment. We are doing a better job at educating [Service members] about what harassment is and what assault is. When I first came in, I had no idea. I hadn't been around a predominantly male culture. I go to the ship and am very overwhelmed. Now, we do stand-downs. There are people you can talk to, victim advocates. Maybe that has always been around, but [we're] putting more emphasis on it and tell people what to do."

— Senior Enlisted Woman



Underreporting

Many participants, both men and women, thought that sexual harassment and sexual assault were underreported due to a lack of confidence in holding perpetrators accountable, as well as concern that the survivors would be ostracized. Similarly, the focus group participants in 2013 indicated feeling that reporting sexual harassment and sexual assault will not lead to punishment for the perpetrator is a key barrier to reporting it.

"If I were in a position where something like that [sexual harassment] happened I would feel very hard pressed to bring it up because I don't know if the people would be held accountable...we have had officers who have done things who have had reports filed against them and the commander says, 'I agree but I don't necessarily agree with the findings. Let's sweep it under the rug.'"

— Female Officer

"If you say anything about it—you can take it to the chain of command, but really a lot of people feel that you do that and you become this girl. People shy away from it, especially if you're new to the command. They will label you a troublemaker. As women we just hear it and you can laugh it off with the guys or [you can] get offended, but they will still do it."

— Junior Enlisted Woman

"If I'm assaulted I would have to report to a man. How comfortable do you think that is?"

— Junior Enlisted Woman

"I think that happens a lot. I think that a lot of people don't report it, and they just don't want to deal with the repercussions. It would be more of a headache to report it than just fix it for yourself. I think that happens a lot. It depends on the relationship you have with your commander. I think it's leadership. If your [Service members] know you [i.e., the commander] will handle their business, they'll go to you."

— Female Officer

Increased Reporting, Not Increased Incidence

Several individuals indicated that the frequency with which cases of sexual harassment and sexual assault has increased, but they believed this was caused by the increased focus on sexual harassment and sexual assault training rather than a true increase in the incidence of these behaviors over time.

"I think there is the same [incidence] as there was before, but there's more reporting of it now. It's pretty much mirrored with the outside world. I don't think you will eliminate it, no matter how many trainings we have. We won't be able to eliminate it."

— Female Officer

"I don't think sexual assault is necessarily increasing; I think people are starting to report it more."

— Junior Enlisted Woman

"There are people voicing them [cases of sexual harassment]. To be honest, we're getting beaten down with sexual harassment training. We go over these classes day in and day out. The message has come

across and the lesson has come across. I think that's what's added to the numbers [of reported cases]. People are now starting to open their mouths. As a male [Service member], if something happened to me, the last thing I'd want people to know is that I'd been sexually harassed."

— Senior Enlisted Man

Comparison with the Civilian World

Many participants thought that sexual harassment was more common or worse in the civilian world than in the Armed Forces and that sexual harassment receives more media attention if a member of the military is involved. Focus group participants in previous years reported this same sentiment as well. Some individuals, particularly enlisted men, thought that civilian culture affected the incidence more so than military culture.

"It carries in from outside society into here. They know they aren't supposed to do it but it happens. We do the best we can. We want to change the culture but where does it start? It starts at home. Kids will pick up this behavior at home. We've sent kids back to their parents completely changed."

— Senior Enlisted Man

"It blows up more in the military. It gets in the news, whatever you do in the military gets blown up in civilian world."

— Junior Enlisted Man

"If you choose a civilian career, you go throughout life without knowing what to report in the civilian workforce. We have higher numbers, not because a higher number of incidents, just a higher number of reported incidents."

— Senior Enlisted Man

Individual Definitions of Sexual Harassment Vary

Several participants noted the diversity of the military and the need for individuals to recognize that this diversity can lead to differences in how offensive comments or jokes are received. The varying perceptions of what constitutes sexual harassment may affect the number of incidents reported and the overall incidence.

"Everyone here is from a different area. If you find someone from the same area as you, you are lucky. Everyone grows up differently and different cultures and everyone views things differently. It's all these cultures coming together. Some people think some things are fine to say because your friends and parents did it, and then someone else was raised that it was never okay, you cannot do things like that. It's all these people coming together and not understanding that other people think differently."

— Junior Enlisted Man

"People's different personalities—they will take things different ways. I might think it's a compliment and someone else would be offended. Sometimes guys don't even know what to say. They don't know what you will be offended by."

— Junior Enlisted Woman



Trainings Focus on Both Sexual Harassment and Sexual Assault

Several participants noted that sexual harassment and sexual assault were both emphasized during training.

"We do training on both harassment and assault. We train completely on it. We had an incident on it in the command a few years ago. We look at the sexual assault and harassment at the same level."

— Senior Enlisted Man

Others, however, thought that general military training focused more on sexual assault than sexual harassment.

"I think more education on what sexual predatory behavior is. That leads to sexual assault. You have a guy feeling it out, seeing what they can get away with. It becomes like an infectious disease. If you don't stop it right away it will fester on. When it gets past that red line, they don't pay attention. They don't recognize it. They don't understand, at all levels, that all these things can lead to sexual assault. [You have to say "It is] Not tolerated, cut it out right now." We need to be stricter. Otherwise, it will continue. From my security standpoint, there are predatory people that feed off of that energy and see what they can get away with."

— Female Officer

"With our command, we've been doing more sexual assault training. Harassment has been pushed to the wayside because assault has become such a big issue."

— Junior Enlisted Woman

Circumstances Increasing the Likelihood of Sexual Harassment and Sexual Assault

Participants were asked what circumstances made sexual harassment and sexual assault more likely to occur. A variety of factors were discussed, including sexual harassment leading to sexual assault, living situations, alcohol, lack of leadership, the small population of women in the Armed Forces, an unwillingness to report and/ or intervene, and the lack of confidence among the younger Service members.

Sexual Harassment Can Lead to Sexual Assault

Several participants suggested that sexual harassment is a precursor to sexual assault, and that offenders will first test their boundaries to see what they can get away with. DACOWITS has heard this from focus group participants in previous years as well.

"I think that if you don't stop it the first time, then they'll keep doing it until someone was actually assaulted."

— Junior Enlisted Woman

"There's an escalation...You push the envelope and then if something isn't perceived as that serious, it leads to more serious acts."

— Male Officer

"[There's] A tie between the two [sexual harassment and sexual assault]. Harassment can lead to assault. A rejection from the person who is asking it to stop can turn into an assault."

— Senior Enlisted Woman

"Harassment is that baby step to possible sexual assault down the road. I'm going to see where my boundaries are, and people have a tendency to step over that line. I've seen some women who don't care; they allow that guy to talk [harass]."

— Senior Enlisted Woman

Deployments/ Living in Close Quarters

Some participants noted that sexual harassment and sexual assault were more likely to occur when deployed or when living in close quarters, such as onboard ships.

"With trying to make space for the additional female population, female berthing is next to male. Males stand on the side. [It's like the] red light district when they turn off the lights and they try to touch every female who goes by. Many females started carrying regulation allowable knives as a precautionary measure. Not that assault or harassment was higher than any other ship."

— Senior Enlisted Woman

"On the [ship], when there are 200 guys and 5 girls, it's a terrible circumstance to put them in. There are females here and guys aren't chomping at the bit but on a boat, some guys are scum of the earth and when there's that ratio, I always thought it was a bad idea."

— Junior Enlisted Man

"Underway. You're restricted to the boat. I haven't been underway more than a week at a time but from talking to others, that's where it [sexual harassment or assault] would happen if you're away for months at a time."

— Junior Enlisted Woman

Alcohol

Alcohol was identified by both men and women as a contributing factor to the incidence of sexual harassment and sexual assault. Alcohol was identified as a risk factor by participants in the 2013 focus groups as well.

"Situations are alcohol-related. If she is in the military and there is alcohol involved, just part your ways, don't get into it."

— Junior Enlisted Man

"What you do at the bar is drink. People's number one way to meet people is to get drunk. What is the [number] one thing that leads to sexual assault or sexual harassment is alcohol."

— Male Officer



Lack of Leadership Intervention

Many respondents indicated that leaders set the tone for whether or not sexual harassment will be tolerated. Leaders that participate in and/or fail to correct inappropriate behavior establish precedence that such behavior is in fact acceptable. A lack of faith in leadership was also related to an unwillingness to report inappropriate behavior.

"You need to make sure there's no tolerance for that [sexual harassment]. And if there is word of it, you need to address that with the whole platoon. You have to make a climate where you will not judge the person if someone asks for assistance. My old commander would almost judge individuals if they would come forward, making it seem like it was her fault and not the actual harasser's fault."

— Female Officer

"If leadership is not sensitive or respectful toward women, any issues or sexual issues are handled with a different lens. Just look at it, if you are not comfortable talking to that person about it, it stays quiet."

— Junior Enlisted Woman

"There has to be trust. If I didn't trust my command I wouldn't say anything to them."

— Senior Enlisted Woman

"It makes it worse when people of higher ranking are okay with it. If people are laughing about it or someone higher ranking than me is making comments, now everyone below thinks it's okay. If the higher up is ok with it, there's no threat and you're more likely to accept it."

— Junior Enlisted Man

"When I was on a ship, I had [leaders] say stuff inappropriate to other females. They think she won't say anything. Lead by example and not say that, especially around other male [Service members]. When they see a [leader] talking like that they think it's okay for them."

— Junior Enlisted Woman

"I'm getting so tired of our senior males not getting the message. They support each other in it. Not that they do it so openly but they know what's going on and they don't address their peer. They look the other way. Both NCO and officers...there's no divide. That's beginning to get on my last nerve. E4 and below, it's on their level too but they're learning from the seniors."

— Senior Enlisted Woman

Silence/Lack of Bystander Intervention

A few respondents noted that failure to respond to and correct inappropriate behavior contributes to a hostile environment. Several participants believe that, if an individual Service member witnesses sexual harassment or sexual assault, it is his/ her responsibility to do something about it.

"You have to establish how they can treat you right away. Otherwise, it goes downhill real quick."

— Junior Enlisted Woman

“One staff sergeant said pregnant females are worthless. I confronted him. That peer-to-peer talking to put him on the spot and let him know that’s not tolerated... In my situation, if I wasn’t there no one would have said anything. They would have laughed.”

— Senior Enlisted Woman

“Silence means you’re complicit with it. You walk by once and don’t say anything and that becomes the standard.”

— Senior Enlisted Man

“I was young and that environment was present. I thought by not participating as a young [Service member] I was doing my job. I didn’t know ignoring it was just as bad as that perpetrator. We talk about that a lot but it’s hard to crack. It’s hard to sell that to E3 and E4. Walking away is just as much of a problem.”

— Senior Enlisted Man

Young Service Members

A few senior Service members noted that younger Service members are less likely to know how to deal with sexual harassment, due to a lack of knowledge and/or a lack of confidence.

“I think with sexual harassment with younger people it is hard for them to understand what is harassment versus what is not. Young males and females interact certain ways. I don’t think we, as [a] supporting structure, do a good job of letting people know they aren’t allowed to be talked to in certain ways.”

— Male Officer

“For a junior officer it may be easy for me to say hey, knock it off but in the younger ranks they can’t do that. Now they are the outsider, no longer part of a team. As an officer, I don’t have to be their friend; I’m there to uphold that standard. Younger [Service members] are not in that position.”

— Female Officer

“The younger you are in the [Service], then the more you’re exposed to that. I think a lot of younger [Service members] might have trouble speaking up because they haven’t found their feet.”


— Junior Enlisted Woman

Few Females

A few junior enlisted men indicated that inappropriate behavior is more prevalent in the military due to the lack of women. Increasing the number of women, among all ranks, would create a safer atmosphere for reporting sexual harassment and sexual assault.

“You need to have a variety of ranks of females on the boats. Making sure there’s at least one officer, first class, chief females. Have them at separate ranks. If a female feels threatened, she can go talk to a higher ranking female or someone she can run to in that same situation and will be heard.”

— Junior Enlisted Man



"More females should be recruited in [to the military]. They are assaulted and harassed because there aren't many of them. Only in the military would we get in such trouble. More females should come in."

— Junior Enlisted Man

Impact of Military Culture on Sexual Harassment and Sexual Assault

The Committee asked participants how the culture within their units/commands/Services affected the occurrence of sexual harassment and sexual assault. They focused on the role of military culture and standards, leadership, and male-female interactions.

Reporting Sexual Harassment and Sexual Assault in the Military and Civilian Sectors

Some participants felt that the military's handling of reports of sexual harassment and sexual assault is not up to the same standards as how such reports are handled in the civilian sector. Others felt that the punishments for sexual harassment reports in the military were not as severe as in the civilian world and that reports sometimes go unaddressed to avoid controversy.

"...as a civilian, if I went to my boss and said 'Ok, this guy touched me,' they don't go through all the red tape. You get fired. Here, the punitive actions they take are sometimes...they take care of one another and it happens a lot. At the end of the day, [victims] walk away and feel like nothing happened [to the perpetrator]."

— Senior Enlisted Woman

"You hear about civilians losing their jobs for telling a joke. That will not happen in the military."

— Senior Enlisted Woman

Cliques

Male-dominated groups can facilitate an environment where sexual harassment or sexual assault is left unaddressed to protect friendships. This was especially reported across groups of men.

"There is a good old boys club though. Guys can get away with some stuff that women can't."

— Junior Enlisted Man

"The good old boy club. If friends go out and one starts getting inappropriate, they're not going to go to their supervisor and tell on their best friend. There's definitely potential for that to happen."

— Junior Enlisted Man

Female participants noted that they had to be mindful of their behavior and appearance, to ensure they were not being too feminine, as this could potentially lead to them being sexually harassed. On the other hand, however, displaying no femininity caused them to be viewed as men and expected to not mind sexually harassing comments.

"As far as harassment, you can't be pretty in the [Service] or wear makeup because you're going to get harassed. If you take five extra minutes to put makeup on, you're labeled the pretty girl and that's a thing that I've experienced. Now I don't feel comfortable being me [without makeup]. I have done my hair, makeup, and been the only [woman in my unit]. Everyone else was male. There hasn't been one day where someone hasn't come up to say 'oh, you're looking sexy.' I don't want to hear it but if I say something I get 'oh she's an angry black female.' Just let me do my job...If you put lip gloss on or eye shadow, it's a sign of 'hey come hit on me.'"

— Junior Enlisted Woman

"I wish we could be females and not expected to be males. As far as all the regulations and how they have to look, I get so many jokes about being butch. I can't have my nails done and all this stuff that makes you look so...I feel like I can do my job proficiently and be a girl."

— Junior Enlisted Woman

"If they don't view us as ladies anymore then they don't view us as women. They'll say things in front of us that they wouldn't say in front of their mothers. It opens up the door for that to be allowed, because it's viewed negatively to correct it. They know it's wrong, but it's wrong for us to correct it. We're not supposed to correct it because we're not supposed to complain."

— Junior Enlisted Woman

Women Assimilate to Fit into Military Culture

Several women noted that they feel they need to look and act more like men in order to fit into the military. Both female and male participants indicated that women in the military will ignore inappropriate comments or jokes in an effort to be accepted by their male peers.

"As a female in the [Service], we can't be too nice. Being polite and being nice is misconstrued as flirtation. I have to be a certain way. If I'm too nice, then I'm flirting. I can be a certain level of open but if I cross the line even a little bit, it can be taken wrong. It's just something we have to deal with, especially if you're even slightly attractive."

— Senior Enlisted Woman

"When you look at females coming into whatever branch or unit, undoubtedly to fit in so they're not singled out, whatever comments are made, unless they're over the top egregious or disrespectful, they let it roll off their backs. It's also an adjustment for females to come into something already established."

— Male Officer

"They [women] say some things that would come out of dudes' mouths. Women being on deployments with men, they adapt to it, this is how we fit in. They have fun doing it."

— Senior Enlisted Man

"They may let something slide just to fit in. It depends on the person, if they want to keep it all inside. If someone grabs her [expletive] and she laughs it off because she wants to fit in."

— Senior Enlisted Man



Stigma Against Women Prevents Reporting

Several female participants reported that they would hesitate to report inappropriate behavior because they would be considered a troublemaker and looked at as someone who ruined a colleague's career and possibly marriage. Some of these participants described a culture that blames the female victim for issues associated with sexual harassment or sexual assault.

"If you report harassment there will be an investigation, which then becomes you interfering with someone's career if you report one little comment. It did happen to me, and I had to sit there and think should I report this or not [because] then this person would have a report in their file."

— Junior Enlisted Woman

"Females, if it does offend you and you take it to the chain of command or EO [Equal Opportunity] they kind of look at you as an outsider, someone who causes trouble, disrupts the day to day camaraderie of being able to joke with one another...I've seen a lot get shunned because of standing up for themselves."

— Junior Enlisted Woman

"Guys will say, 'Oh no, don't do that. I don't want you to turn me in.' It is a bitter joke; it's our fault that people are getting in trouble as females. Guys think that girls are over reacting. Just because you are drunk doesn't mean it's okay to be raped. Guys think of it more as the girl should have just said no. They joke in a 'it's-your-fault' kind of way. It's really irritating."

— Junior Enlisted Woman

Avoidance of Interactions with the Opposite Gender

Some men indicated that they needed to learn to interact and communicate with women. Other men avoided or were hesitant to interact with women due to concerns that something could be misconstrued and lead to trouble. A few women also stated they avoided forming relationships with men, because individuals would assume they were romantically involved.

Lack of Understanding for How to Work With the Opposite Sex

"I had an infantry guy who said he never worked with female [Service members] who said he needs help. We have to communicate and help them understand. Sometimes it's just talking it out. We formed a positive relationship out there by talking it out. It taught him how to approach a female."

— Senior Enlisted Woman

"Some women that I've experienced in the [Service], they don't know how to communicate with me unless in a flirtatious manner."

— Senior Enlisted Man

Men's Fear of Sexual Harassment and Sexual Assault Complaints

Several participants noted that men are often afraid to talk to women for fear of women filing a sexual harassment or sexual assault complaint against them. Some participants expressed the opinion that women sometimes file untrue reports in order to get men in trouble.

"No matter when I talk to a female, it's always in the back of my mind that something could be taken the wrong way."

— Junior Enlisted Man

"I think sometimes people use it to their advantage. They can hinder someone's career. We have to be so careful with the words we use around females. With females in our presence we have to be mindful with the words that come out of our mouths."

— Senior Enlisted Man

"With the new fraternization policies that the [Service] has come out with, some people are afraid, especially as females, to talk to us or invite us to their house because they can get in trouble. But at the same time, they could get in trouble."

— Junior Enlisted Woman

Several individuals also noted that men in leadership positions were also uncomfortable disciplining women, and would request a female colleague to deal with issues involving female subordinates.

"[Males in leadership] are very careful of what they say. That's a fact. Their [females'] hair could be jacked up but instead of saying something, you'll direct a senior female to do it. That's how it is everywhere I've been."

— Male Officer

"A [male leader] would tell me to talk to the women [if an issue arose]. I said that's not how it works."

— Senior Enlisted Woman

Preventing Sexual Harassment and Sexual Assault

Individual Level


Participants were asked what Service members could do to prevent and respond to sexual harassment and what more could be done in general to prevent sexual harassment and sexual assault in the military. Most participants indicated that it was the responsibility of both the individual and his/her unit to curtail inappropriate behavior. Suggestions for preventing inappropriate behavior included efforts to improve transparency, minimize the fallout from reporting, improve accountability and punishment, and develop better trainings.

Establish Boundaries

Many participants reported that it was the responsibility of a man or woman to dictate how they wanted to be treated by others. If a Service member is the target of sexist jokes or sexual harassment, it is his or her job to immediately put a stop to it.

"I think it's up to the person getting harassed. If you don't say anything, it's on you. I know you didn't ask for it, but what do you expect to happen if you don't establish how you want to be treated. I made it known as soon as anything was said, I didn't like it...or what was okay to say and what wasn't."

— Junior Enlisted Woman



"You don't want to snap and be that person. You might laugh it off. But if you stop it the first time, it doesn't go any further. They think you'll stop it [every time]. When you laugh it off, it goes further... The best thing to do it stop it the first time."

— Junior Enlisted Woman

"You have to establish how they can treat you right away. Otherwise, it goes downhill real quick."

— Junior Enlisted Woman

Many respondents also noted that leaders are responsible for drawing the boundaries necessary to prevent sexual harassment and sexual assault from occurring and can create a more positive work environment by letting individuals know that certain behavior will not be tolerated. It is also important for leaders to set a good example for younger Service members and to not make sexist jokes or comments themselves.

"We need to, as leaders, pay more attention to what is going on. We can't be a part of the jokes."

— Senior Enlisted Man

"Leadership has to be ready to call people to the carpet and not turn a blind eye. You have to do what's right whether you feel you will be ostracized or not. I don't care if someone likes me or not; that's not why I'm here. It stinks to not have friends or [to have to] call people to the carpet."

— Senior Enlisted Man

Intervene

In addition to standing up for oneself, participants noted that Service members need to intervene when they witness inappropriate behavior.

"Police each other. Too many times we see people get away with stuff. Nip at them and say 'quit it,' but it's hard to change people's ways. You can tell someone to stop but if someone's the same rank or above, there's no chance."

— Junior Enlisted Man

"The biggest thing that we all need to do is instead of being afraid to interject when we see something, instead we need to police one another and not let it go as far as needing command to step in. Take the initial step to say, 'Maybe you shouldn't say those things.' A lot don't because there is a big fear of being made an outsider, starting trouble. I think it starts with us."

— Junior Enlisted Woman

"Don't be afraid to correct people. A lot of people are afraid to correct the higher-ups. I'm not. If I see [an E7] doing something wrong, I'll report it to my Platoon Sergeant. I know I'm right. That's how you stop stuff. If you just stand there and watch it, then you're just as bad. It's your job to stop it, not just as a [Service member], but as a person. Be respectful when correcting them, but still do it."

— Junior Enlisted Man

"Bystander intervention is key, but very little will step up to the plate."

— Junior Enlisted Man

Systemic Level

Reduce Fear of Reporting

There was concern that reporting would lead to individuals being ostracized by their unit, because it is difficult to remain anonymous when reporting through the chain of command. Some individuals preferred reporting to those who had no ties to their unit.

"In Korea, they had SHARP [Sexual Harassment/Assault Response & Prevention] teams that were outside of the unit. If a female was violated, she could go to them. Everything she did with them, no one else would know about. She could go to the doctor to get checked. I've never seen that before. I thought it was a good thing."

— Junior Enlisted Woman

"I don't think I should have to go to someone that I know on a personal level [to report sexual assault or harassment]."

— Junior Enlisted Woman

Increased Transparency

A few participants reported that increased transparency would help instill confidence that the system holds offenders accountable.

"It [sexual harassment and sexual assault training] should add outcomes of people that actually get caught committing harassment or assault. A lot of times you don't see the outcomes, only certain people are privy to that information. During court martial, this person got this."

— Senior Enlisted Man

Individuals in several focus groups also noted that there was inconsistency in the punishments for sexual harassment and sexual assault offenses. Some thought that treating all cases the same, regardless of rank, gender, or personal affiliation, would help increase reporting and accountability.


Improve Training

Participants had several suggestions for improving sexual harassment and sexual assault training. While participants recognized the importance of conducting training, some thought that the amount of training on sexual harassment and sexual assault was excessive and/or ineffective.

"I think there's too much training. It's like beating a dead horse. It's too frequent that we just ignore it. It's the same thing [content], and there may just be one or two new pictures. It's too repetitive. They should stop doing it every one to two months and do it annually or semi-annually."

— Junior Enlisted Man

Several participants commented that leadership should make training a bigger priority and attend the training themselves in order to set a good example. Focus group participants in previous years also indicated the importance of leadership attending the training to reinforce the seriousness of the issue.

A close-up, slightly blurred image of the American flag, showing the stars and stripes in shades of blue and white.

"Our leadership needs to be a little more committed to it and not just check off the boxes and be done for the day. Let's do it on this Friday afternoon and no one wants to be there. Make it first thing in the morning and mandatory. We are in the military; we are on call 24/7. You wonder why people are like 'ok, got it' and leave."

— Senior Enlisted Woman

"I think, when we have training, the leaders should be engaged more. Maybe, after the training, talk to the crew after the instructors are gone to reiterate the training and letting the crew know that it's unacceptable at that unit."

— Junior Enlisted Woman

"The seniors do these things and you never see them at any of the training. They get write offs or someone sign off for them. You don't see your battalion commander or sergeant major at any of the trainings. They'll get the slides sent or a desk side brief. They need to sit in on that training. If the stuff is happening at the top, it's not like they don't know better. There's no amount of training to tell you how to be a good person. But the [Service members] see that this guy isn't supporting the program...they need to be seen at the training. Being active in training, be there with your people, you need to know what's going on. There is stuff you won't absorb at the desk side brief."

— Senior Enlisted Woman

Several participants wanted to see more real-life scenarios where sexual harassment may not always be so obvious.

"A lot of training focuses on trying to intervene or repercussions. No one is discussing the victims. I don't think it should be focused on punishment, I think they're missing the point."

— Senior Enlisted Woman

"We need real time scenarios. Whether in Afghanistan or Iraq or ship or shore duty, it becomes more real than something that is kind of scripted. They can put themselves in that situation and see that in real life."

— Senior Enlisted Man

"It should be closer to the realm of realistic because [in] the equal opportunity GMT [General Military Training] that is put out they put general questions. The scenario that it is based off is way obvious about whether it is or is not wrong. But if you pull training closer to the gray area, it would be more along the lines of a better training because you'll catch some people that might not know that is wrong."

— Senior Enlisted Man

"I thought it [Sex Signals Training] was helpful because I could see a lot of light bulbs go off in [Service members'] heads. A lot of people think sexual assault is planned, and that's how a lot of [Service members] see it. They don't realize how going out drinking can lead to it. You see that they may have already done it with a civilian and they didn't report it."

— Senior Enlisted Man

Other participants wanted the training to include less emphasis on punishment and more focus on the victims. They thought that training had a greater impact when it showed the impact of sexual harassment and sexual assault from the victim's point-of-view.

"Have real people come talk to us; don't give us a paper with a scenario that we have to read. Someone can come and talk as a victim and talk about their experiences."

— Junior Enlisted Woman

"A lot of people came out of this one [training] class and saw realistic cases [of victims] who were telling what they'd been through...We experienced it almost like one day we might have to face it. If they tried to make something like how can you defend yourself on the spot, not afterwards."

— Junior Enlisted Woman

"[For] A lot of people it's [sexual harassment and sexual assault] not a reality until it hits home. Instead of having someone come in with a master's degree and a counselor for however many years, try and get more of a [training] program together and bring in victims of sexual assault and have them talk to people...Bring faces to the program. Prompt people to involve. Training isn't going to make anyone talk about it after it's done. If they meet a male, female or hear them speak that might click. It might make people more knowledgeable."

— Junior Enlisted Man

"The training I did most recently was a PowerPoint presentation. They also included real people who were assaulted. That victim's perspective spoke more to the audience than the perpetrator. The [Service] as a whole doesn't do the same training."

— Senior Enlisted Woman

Interactive videos, plays, and discussions were well received. Respondents indicated that they would like to see more of interactive presentations rather than PowerPoint. A preference for interactive training was reported by focus group participants in 2013 as well.

"Yeah, we just recently had a role-playing training. It was way better than a PowerPoint."

— Junior Enlisted Man

"[After training,] everyone sat in a circle and we talked openly like we are now. I felt like that really probably was more effective than the training itself; you still have to have training itself though but the discussion was more beneficial."

— Male Officer

Confidence in System to Hold Offenders Accountable

The Committee asked participants how confident they are in the system to hold offenders accountable for their actions. Although some were confident in the system, many expressed frustration with double standards, favoritism, a lack of anonymity, and overall accountability.



System Is Working Well

While several participants were critical of the system's ability to hold individuals accountable, some had confidence that all or part of the system was effective. A few noted specific things that have improved over time.

"The culture as far as sexual harassment...it's not tolerated. If it's brought to attention, it's dealt with. It used to be a matter of moving the person or hosing the situation. Now we're actually punishing as far as the action goes."

— Senior Enlisted Woman

"The Navy does a great job of prosecuting cases; they are pretty good at prosecuting people found guilty. They are getting them out of putting them on restriction; they are good at that."

— Senior Enlisted Man

"If someone turns me in for sexual harassment, I get in trouble. The people who didn't do anything also get in trouble. Whole commands get taken down for trying to take care of things in-house. We're not trying to cover it up anymore."

— Senior Enlisted Man

"I think it's wonderful having restricted and unrestricted [reporting options] because it gives power to someone once they become a victim."

— Senior Enlisted Woman

Double Standards

Several participants thought that punishments were not equal between low-ranking and high-ranking members. They described a double standard in which higher-ranking Service members could get away with poor behavior merely because they had achieved a higher rank and were therefore assumed to be upstanding. Higher-ranking members were more likely to have their crimes dismissed and/or to receive a light punishment, such as forced retirement.

Higher Ranking Perpetrators Receive Less Punishment

"The standard needs to be the same across the board. Someone is always friends with somebody, especially when you get into the officers sect and they're in some type of fraternity where they stick together. If you've done something wrong, you need to be punished. Captains do the same stuff specialists do, but they can give specialists Article 15 for something they've done themselves. [There is] No integrity, it's ridiculous"

— Senior Enlisted Woman

"If you're above a certain rank, it seems like the rules don't apply."

— Senior Enlisted Man

"When you reach a certain rank you can do things like that and it's okay. If it wasn't a general that did those things, they wouldn't be able to get away with those things. If you make mistakes like that it helps that you have rank and friends."

— Junior Enlisted Man

Enlisted Receive Harsher Punishments than Their Superiors

Some individuals believed that enlisted members receive harsher punishments in comparison to their superiors.

"A higher enlisted perpetrator may be allowed to retire. It's the same thing with the officers. They get a slap on the wrist. With enlisted, they get crucified... it needs to be fixed."

— Senior Enlisted Female

"It seems like when you're higher up, things get brushed under the rug more so than a non-rate or low ranking did something."

— Junior Enlisted Woman

"I think it's embarrassing to us. Yes, we are lower level officers but there should be no difference [in punishments] between enlisted and officer. [There's a] Huge disparity of punishments."

— Male Officer

"It's sickening to have the "good old boys club" looking out for each other. Whereas if you're a staff sergeant you are dead the rest of your life pretty much."

— Male Officer

Women's Reports Are Taken More Seriously

Several men reported that cases brought forward by women were given greater attention and that men had to prove their innocence if accused.

"It literally was put out that if a female raises her hand and says, 'I've been hurt, or I've been that,' instantly everyone believes her no matter what she says. I've seen someone get accused and convicted of the offense, but there was no physical evidence and had to take the word of the female. Females have ultimately... I've gotten to that point of trying to stay away from talking to females outside of work related stuff."

— Junior Enlisted Man

"For men, it's like you're guilty before proven innocent."

— Junior Enlisted Man

"If it's her word against mine, they'll take hers over mine. I've always been advised if you're going to talk to [or discipline] a female [Service member], have a witness."

— Male Officer



Lack of Accountability

A number of women did not trust the system to hold offenders accountable for their actions.

"I think definitely the whole method of using chain of command is not effective. I found it ineffective. Fraternization does go on."

— Junior Enlisted Woman

"Going back to sexual harassment side of it, I know from previous bases that when something sexual harassment happens a lot of the times it gets swept under the rug because the person you go to and tell has done the same things. Those people are still human, they still do the same things that all others they work with do. So going to them, it is kind of hypocritical of them to report something they themselves have done. If I reported an issue and I brought it to a leadership position and I know they've done something similar, I don't feel comfortable bringing that to their attention. You can't tell me that a general, colonel, or chief has never got in trouble for something they've done? People do things that are wrong and others find out about it, and it breaks that chain you feel like you should be able to go to if you need to."

— Senior Enlisted Woman

"Some leaders may not take it seriously and you may not want to report the issues. They always say there are no stigmas and you won't be treated differently but it happens regardless. We try not to victimize the victim. But sometimes people will get moved to another section and then with some leadership they will know. Some will sweep it under the rug because they don't want to lose command, or with the [Service members] and the junior members you get the stigmas associated with you. You may be moved or looked at differently."

— Senior Enlisted Woman

"I've been to five different bases and I feel like it's very rarely – the process is too long and daunting; they just don't want to deal with it. Sometimes people just leave because nothing is done to the perpetrator."

— Senior Enlisted Woman

Abuse of the System

A large number of men and a few women reported that some individuals would file false reports in order to further their own agendas. Participants reported a concern about false reporting during the focus groups in 2013 as well.

"I've seen where females have lied. Things come to light and it's wrong. It frustrates me as a female."

— Senior Enlisted Woman

"Some women have never been sexually harassed but see it as a route to get somewhere. A female who took it, she ran with it to her upper chain of command. He had to go through a big ordeal with CO [Commanding Officer] and [the investigative unit]; it was just wrong."

— Junior Enlisted Man

"Will there be any reprimands who falsely submit? Because it happens. It's based on that individual's perception of what they considered to be harassment. If a guy brushes past her and she gets offended and files a complaint. ...I've seen it happen a lot. Even if the guy gets cleared, he still has a cloud that he did something bad. The female who has filed a false report gets off scot free and PCS's [permanent change of station] like nothing happened. What happens to those making a false allegation? I've never heard of that being reprimanded."

— Male Officer

Participants also mentioned that false reporting has contributed to a hostile work environment for the actual victims; because of this, survivors of sexual harassment and sexual assault are either ostracized and/or are presumed to be falsifying reports.

"I feel hesitant even to encourage victims to go unrestricted because people don't get prosecuted. They get away with stuff that is unbelievable. Victims get treated immediately [like] they are assumed to be lying or making this up or they have ulterior motives. You would not believe how many of these victims end up having mental issues because it is so traumatic what they go through with the process and trial, the way people look at them. I want them to get the help and I want this to stop but [with] what it does to that person I question whether or not it's worth it to that person. So many cases we look into each month have attempted suicides on them each month because it affects them. It isn't a fair playing field."

— Male Officer

"You will still get those bad females that are going to lie about things that didn't really happen. Now you have made it more difficult for every woman behind you that it does happen to, to report it. ... I don't know what happens to the false accusers I've heard of people doing it and they are still in the military. I think they should be held accountable."


— Senior Enlisted Woman

"People think false reporting to sexual assault is 50-75% and it's actually 2-8% is false reported. I ask when I teach them. No matter how many times I tell the people, they don't believe it. I tell them what's true. There are so many cases that have everything they needed; after 18 months of a victim getting death threats, they are like 'this isn't worth it for me to suffer.' From my perspective, I think it's less the commanders. I think they want to do the right thing. They get the report and give it to [investigators] as they are supposed to. It's the perception of everyone else; they choose sides and 'she is a liar and she sleeps with bunch of guys so she deserves it.' [That is] One of the biggest problems. The victim blaming piece..."

— Male Officer

Summary: Prevention of Sexual Harassment and Sexual Assault

Participants held a variety of perceptions regarding the incidence of sexual harassment and sexual assault. A commonly held belief was that both sexual harassment and sexual assault were underreported due to an overall lack of confidence in the ability of the system to hold offenders accountable; participants also attributed the perceived underreporting to survivors feeling ostracized, as a result of filing complaints.



Many participants expressed the sentiment that sexual harassment can lead to sexual assault and that offenders will first test their boundaries to see what they can get away with. Other circumstances that increase the likelihood of sexual harassment and sexual assault include deployments or close living quarters, alcohol, lack of leadership, lack of bystander intervention, young Service members, and the low proportion of women present in the military overall.

Military culture was occasionally considered conducive to sexual harassment. Some participants described a sense of safety some men have if they are part of a “good old boys” network. People believed that certain groups would cover for their peers and not report inappropriate behavior in order to protect their friends. Other participants thought that incidence of sexual harassment and sexual assault was not higher in the military compared to the civilian world, but merely reported more due to increased training. In general, participants believed that it is time for the military to adapt to the full integration of women. Participants also described how women often assimilate to fit into military culture. Some male participants explained how they avoid interacting with women for fear of their words and/or actions being misinterpreted. There was also a common belief that stigma against women prevented them from reporting. Overall, participants were clear that leaders set the precedence and culture around tolerating sexual harassment and sexual assault or not.

On the individual level, participants described how establishing boundaries and intervening can help prevent sexual harassment and sexual assault. The presence of positive mentors was also listed as a way to prevent sexual harassment and sexual assault. On the systemic level, participants described several ways that the military as a whole could prevent sexual harassment and sexual assault; these included increasing transparency, reducing fear of reporting, and administering consistent and appropriate punishment to offenders. Improving training was also mentioned frequently as a way to reduce the occurrence of sexual harassment and sexual assault. Specifically, participants believed that the amount of training they received on sexual assault and sexual harassment was excessive; interactive, realistic trainings were well received; showing the survivor’s point-of-view had a greater impact; and leaders should attend training to set a good example.

A minority of participants felt that the system to hold offenders accountable was working well. The majority of participants, however, lacked confidence in the system to hold offenders accountable. The presence of double standards was a common theme; participants described favoritism, cases brought forward by women receiving greater attention, an automatic assumption that men are guilty, and double standards tied to rank. Some participants described abuse of the system, such as the filing of false reports. Finally, women expressed their general mistrust in the system and their perceptions of a lack of accountability.

Wellness Focus Group Findings: Military Culture

The Wellness Working Group is interested in Service members’ perceptions about military culture and its impacts on the occurrence and acceptance of sexual harassment and sexual assault in the military. This section provides a summary of the 2014 DACOWITS focus group discussions on the topic of military culture and is focused on participants’ perceptions of the role of military culture in the prevalence of sexual harassment and sexual assault.

Military Culture

DACOWITS asked focus group participants about the general meaning of military culture, about positive and negative aspects of military culture, and about how these aspects affect sexual harassment in the Armed Forces. As a result of these questions, other major themes emerged, including an overall change in culture, professional relationships among servicewomen, and full integration of servicewomen into traditionally male-dominated fields. Lastly, participants provided recommendations for improving military culture for women in the Services.

Positive Aspects of Military Culture

In general, participants noted a number of positive aspects of military culture. The most commonly mentioned aspects included tradition, the ability to adapt to different situations, discipline, and a family atmosphere. It was clear that positive aspects are often unit specific, based on the tone set by leadership.

Family/Camaraderie/Teamwork

An overwhelmingly positive aspect described by focus group participants across all Services and ranks was the feeling of camaraderie, teamwork, and family.

"... a good part of [Service] culture is camaraderie. A lot of my friends that have gotten out, that's what they miss most about the [Service]."

— Senior Enlisted Woman

"Teamwork. I find that pretty big, everybody's got a piece of the pie; we're all working toward a bigger goal. If one or two people start slacking, it affects the mission."

— Senior Enlisted Man

"We use military family as culture. How I was raised with my siblings that we can pick on each other but you don't mess with us."

— Senior Enlisted Woman

Tradition

Many participants valued traditions associated with military culture.

"It is a different way of life and understanding. It's almost like a different type of acceptance or expectation."

— Senior Enlisted Woman

"The [Service] is a lifestyle. We learn core values and follow them."

— Junior Enlisted Man

"It's our family, it's important to us that we maintain and keep our traditions as you would in your own family on Christmas, Thanksgiving, Easter."

— Senior Enlisted Man



Adaptability

The ability to adapt to ever-changing circumstances and surroundings was also seen as a positive part of military culture.

"Because we have to move around, we tend to be more adaptive to the way things work around us. We can implement that into our rank structure. We've adapted symbols and whatnot...they mean a lot to us. We've earned them and we've worked hard to get them."

— Senior Enlisted Man

"It is a way of adapting to your environment, everyone, we come from different places..."

— Senior Enlisted Woman

"Change. We deal with a lot of change in the military. Certain things happen and everything has to change."

— Senior Enlisted Man

Drive and Discipline

Participants described the sense of drive and the discipline the Services provide as a positive aspect of military culture and success in the mission.

"It is the structure and the discipline."

— Senior Enlisted Woman

"Like perseverance, not giving up. That's a key characteristic that will benefit anybody in everyday life."

— Female Officer

Negative Aspects of Military Culture

Conversely, participants described several negative aspects of military culture. They mentioned the challenges of continuously moving and being separated from family and friends, as well as initial difficulty adjusting to the military lifestyle. Favoritism and the "good old boys" club were also mentioned as a negative part of military culture, because cliques of this nature led to preferential treatment.

Adjusting to Military Lifestyle

Although frequent moves is a given part of the military lifestyle, participants described moving and being away from friends and family as a particularly challenging aspect of military culture.

"A negative aspect for me has been being away from my family."

— Senior Enlisted Woman

"Thanks to the military, my kid just turned six, and we've been living someplace different every year. We have no home, really."

— Female Officer

"...Always transferring is hard."

— Senior Enlisted Man

Some participants also discussed a culture shock associated with the initial introduction to the military lifestyle.

"There was a shock of losing my freedom when I first went in."

— Senior Enlisted Man

Favoritism/Cliques

Some participants, particularly junior enlisted women, described male-dominated cliques that would exclude women and tended to promote from within, based on personal relationships rather than professional achievements.

"...a lot of females are overlooked for those opportunities based off of personal relationships males have with one another. The chain of command will recognize men because their friends with them outside of work. With others, women will get overlooked because they don't have that relationship."

— Junior Enlisted Woman

"At boot camp I noticed favoritism. I hadn't seen it until then. The same people got promoted and rewarded because of that personal relationship."

— Junior Enlisted Woman

Despite obvious signs of favoritism, some participants noted that this could happen in the civilian world and that it is not limited to the military.

"I like to think of myself as a pretty hard worker, but my chief would still talk down to me. Obviously there's going to be favoritism no matter where you are."


— Junior Enlisted Woman

Leadership Influence on Unit Culture

Several participants indicated that, regardless of the Service branch, command leadership generally sets the tone, which establishes a positive or negative atmosphere within the unit. Many groups mentioned that leaders who were open to communication and friendly interaction with junior Service members were held in higher esteem than those who did not make themselves available.

"I agree that it's the leadership. All it takes is your NCO to say let's get together this weekend to have a good time."

— Junior Enlisted Woman



"We're all working to achieve a goal but if leadership doesn't know how to provide guidance to clearly define intent or how to promote it, who deal with leadership in a way that 'it's my way so do it this way,' yet they don't want to listen to your recommendations. Organizations with positive leadership are generally positive cultures."

— Male Officer

"A lot of times, it's about having an individual to speak up. I try not to forget about the rest of the [Service members]."

— Senior Enlisted Woman

Military Culture among Women

A major theme from the focus groups revolved around the micro-culture of women within the Services. Most of the comments on this topic came from women who have firsthand experience with the challenges associated with being a woman in the military. They described the need to prove themselves as equal to the men in their job fields, which often required working twice as hard. Treatment of women by other women varied—participants described both supportive and competitive examples of relationships among women. Lastly, mentorship appeared to be an aspect of military culture that was clearly desired, but not always attainable.

Women Have to Prove Themselves

Women often felt they needed to put in twice as much effort, or meet a higher standard, to prove to the men in their units that they are equally capable of getting the job done. In a historically male-dominated culture like the military, women found it challenging to prove their worth to their peers.

"When I started, I was told you'll have to work harder. They look more at what you do wrong than what you do right. There are higher expectations of you to get to the same level as the guys."

— Junior Enlisted Woman

"As the female, you're like I'm going to play this out. You've got to work to gain respect."

— Junior Enlisted Woman

"We've made a lot of progress as women to establish equality in the workplace, but I think we [still] get questioned more about our credentials. You have to prove yourself more as women."

— Female Officer

Professional Relationships among Women

The relationships between women in leadership and their female subordinates were mixed. Some focus group participants thought that female leaders genuinely wanted other women to succeed in a male-dominated field.

"My commander wants the females to excel in a male dominated world...she told me that by the time she leaves, she wants me to be proficient at my job."

— Junior Enlisted Woman

"...In the long run now when I look back I think it made me stronger. Over time those females that I thought were mean—we became a sisterhood. They were trying to show me. When you come in as a female, don't expect things to be given to you...They were really mean to me. I cried. Um, but now I look back on it—the one person I couldn't stand, I really hated her. I felt that way. We're really close now. She's [from a male-dominated career field]...She was trying to prepare me—I'm going to be [in that same situation]..."

— Junior Enlisted Woman

"...What was lacking for me when I was growing in up in the [Service], I'm now there for those girls... in my department, my world, where 99% of the bodies in that department are male. It's been tough, but now it's more and more females and I hope they stay in. They get beat up by the guys, not physical in any means. Just 'not cut out for it' comments, guys giving them crap. There's me to encourage them. [I tell them] 'I've been there. Give it some time, and then, who knows you, could outrank me one day.'"

— Female Officer

Other focus group participants discussed a feeling of competition or unwarranted toughness on other women.

"I don't feel a lot of support with women for other women."

— Senior Enlisted Woman

"Higher up females who feel like they have something to prove feel like they need to be so much harder on you than your average male first sergeant. I held the door for mine and she got mad that I put my fingers on the window and she chewed me out."

— Junior Enlisted Woman

Mentorship

Many female focus group participants spoke of the desire to find and utilize female mentors as role models; in general, women believed that there was a lack of female mentors.

"One of my big disappointments in the [Service] is that it's almost impossible to find mentorship."

— Junior Enlisted Woman


"It's hard to come across senior females [as mentors]."

— Senior Enlisted Woman

"Being a woman in the military is, especially on ships, it was harder to learn or find a mentor. You have to do your own thing."

— Senior Enlisted Woman

Others were able to seek out and secure senior women as mentors to help guide them in their career field.



"Each unit, I've been able to find a senior female who can take me under their wing as far as my career and they stay in contact, even when we PCS."

— Senior Enlisted Woman

Changes in Military Culture

Many of the focus group participants, regardless of rank, Service, or gender, felt that the military as a whole has changed in a number of ways. Despite positive changes in some areas of the military, specifically for women (see below), other areas appear to be lacking. Focus group participants described the declining standards associated with enlistment after September 11, 2001, leading to lack of discipline and loss of productivity.

Changing Standards and Lack of Discipline

"There was a huge push for troops after 9/11, but now we need to get rid of them because of the draw-down, and now we look back at how we relaxed our standards. It has kind of hurt our organization and our culture. We weren't getting the best of the best; we were taking everybody. And now we have to get rid of people. There has been a real change in how things have gone, and there are a lot of ways we aren't living up to those ideals anymore."

— Senior Enlisted Woman

"Yes, discipline and standards in a way are decreasing."

— Senior Enlisted Man

Service members who discussed a decline in overall standards of the military voiced a general displeasure with the perceived loss of structure and/or discipline.

"When I came in I had a lot of structure. They come in now and you can't tell them anything. We are losing discipline in our structure."

— Senior Enlisted Woman

"The customs and courtesies are catering to the new breed [of Service member]. It's the entitled mentality of today's society."

— Senior Enlisted Man

"Pretty much everything has gone out the window lately. These guys in combat arms, hopefully everything is the same for them, but after switching out of that, for me, everything is completely different. Nothing works the way it's supposed to."

— Junior Enlisted Man

Participants described the difficulties associated with leading Service members in an environment where the standards no longer allow for the discipline to which some leaders may be accustomed.

"Right now, what I see now compared to six years ago, is that the people now that are brand new feel a higher sense of entitlement. The TI's [Training Instructors] can't be as hard on them because they don't want to be called out. It leaves a mark on the instructor's record. They don't get as good of trainees. It's made us have to get away from acting like you're in the military Service."

— Junior Enlisted Man

"The new junior [Service members] coming in, there's been a push from up above, to be gentler with them. I think those two contrasts are trying to merge, and there's going to be pushback and resentment."

— Senior Enlisted Man

"We are not allowed to help raise the young people whose parents sent them to use for raising. We can't raise these people up to be decent human beings and stay out of trouble. We won't have to worry about retention numbers when we keep losing people."

— Senior Enlisted Man

Changes for Women in the Services

Participants described a wider acceptance of women in leadership roles, as well as better accommodations for pregnant or postpartum breastfeeding servicewomen. As more women enter the Services, these formerly taboo topics now are being discussed and addressed.

Acceptance of Women

Both men and women described a sense that more women than ever before are being seen in leadership roles; they also discussed seeing more women in leadership positions.

"When coming up I never saw more than one or two female [senior leaders]. To constantly run into other female [leaders] is a huge change."

— Senior Enlisted Woman

"We have a lot of old guard where it was okay to say you can't do this job because you're female. We want a better precedence now. Our goals are diversity. They are putting in ways to cut older people. They are getting the old guys who have done their job out. They are getting gone and I love it. We have an old culture. We want a new culture but [have] all the old guys who want things a certain way."


— Senior Enlisted Woman

Acceptance and Accommodations for Pregnancy and Breastfeeding

According to several senior servicewomen, accommodations for pregnant and postpartum breastfeeding mothers have improved.

"They've changed that, they used to snatch you from your baby after three months. First thing they tell you is that your ship is going underway, you come back and your child doesn't know you. Now they give you a year [after child is born]."

— Senior Enlisted Woman



"As an [junior Service member] I don't recall an instruction on pregnancy and parenthood, but that has changed since. There are rules and regulations that cover both women and men as far as maternity leave, nursing in the workplace. I've seen a culture shift from not accommodating toward women and families to now a greater focus on work-life balance."

— Female Officer

"Pregnancy isn't looked at as an epidemic like it used to [be]."

— Senior Enlisted Woman

Experiences Compared to Expectations

DACOWITS asked participants about how their real-life experiences in the Services compared to their expectations, as well as to their recruitment experiences.

Overall Experiences

Job-related experience tended to be different from what the focus group participants expected coming into the Services or into their particular fields.

"I thought I'd be doing my job. All I do is sweep the floor half the time, put rocks where they're supposed to go. We've been told to stay late to pull weeds before."

— Junior Enlisted Woman

"I expected something different. It's a lot more corporate than I expected."

— Male Officer

Recommended Changes to Military Culture

DACOWITS Committee members allowed participants to describe areas in which military culture could be improved, to help meet the needs of women in the Services. The suggested changes included improved access to childcare and improved grooming standards.

Improve Access to Childcare

Several participants wanted increased access to childcare. Conflicting work schedules, long wait lists, and limited operating hours prove challenging for Service members.

"Childcare. It doesn't tailor to the military at all. No duty maids; my son has been in private childcare the whole time. CDC [Child Development Centers] opens up at 6, but my liberty starts at 6. By the time I go to CDC and then go to [my duty station], it doesn't tailor to military at all."

— Senior Enlisted Woman

"Once I PCS, who am I going to trust with my kids? It's not infallible by law. You can't force someone to take your kids. I understand coming up with the family care plan but how we execute it is very flawed."

— Senior Enlisted Woman

Improve Grooming Standards for Women

Some female participants wanted to see improvements in the grooming standards for women, as the current standards do not adequately accommodate all women.

"I feel like that the instructions as far as grooming and appearance, for males it's simple...for females it goes into detail of can and cannot. It's geared toward a certain female. I have to wear my hair certain ways. It's pulling my hair out. It's very unfair."

— Junior Enlisted Woman

Summary: Military Culture

The focus groups participants identified a host of traits to characterize military culture. Most participants agreed that the military was rich with tradition and valued the teamwork, camaraderie, and structure that came along with serving. Many also appreciated the opportunity for exposure to different cultures, which enriches their own lives. Naturally, some negative aspects of military culture came to light; these included the challenges associated with frequent moves and being away from family. It was clear across all groups that leadership was responsible for setting the tone of the unit, which typically led to either a positive or negative work atmosphere.

It was also clear that the military culture appears to have changed over the past 10 to 15 years, and is still evolving. In particular, women seem to be more widely accepted. Accommodations for pregnant and postpartum breastfeeding servicewomen appear to be improving. Many felt that the military was becoming "softer;" many participants described seeing an overall decline in toughness and standards. Participants perceived this to be a significant problem, as many felt that discipline was declining and it was particularly challenging to lead in such an environment.

Throughout the Services, women expressed the need to prove their worth, often working twice as hard just to be considered on the same playing field as men. Female relationships with other women were generally positive and fostered support, although there were occasional opinions that women were competitive against each other. It became clear that female mentorship was desperately sought, but the lack of women serving in senior leadership made it challenging to find someone to fill that role.

Assignments Focus Group Findings: Accessions of Enlisted Women

The Assignments Working Group is interested in the accessions of women into the enlisted ranks, including the existence and effectiveness of outreach and recruiting efforts directed toward women. DACOWITS examined similar topics among students and faculty/staff at the Service Academies and candidates at Officer Candidate School (OCS)/Officer Training School (OTS) in 2013. Several comparisons to the 2013 findings are included throughout this section. The focus groups examining this topic were mixed-gender, making it difficult to note differences between men and women. Findings from groups of junior and senior enlisted men and women are intermixed, as themes were often overlapping. When a theme applies more strongly to some groups than others, this is noted.



This section provides a summary of the 2014 DACOWITS focus group discussions on the topic of women's enlistment into the military and is organized into the following sections:

- Factors influencing decision to enlist/reenlist
- Recruitment of enlisted women
- Women in leadership roles

A summary is included at the end of this section.

Factors Influencing Decision to Enlist/Reenlist

In focus groups with junior and senior enlisted women and men, DACOWITS asked participants to describe how they came to enlist in the military. Included in the discussion were probes regarding factors considered in deciding to join the military, factors considered in selecting a Service in which to enlist, and the impact of the DoD policy lifting the combat exclusion policy on the decision to enlist (for those who enlisted after 2013) or the decision to remain in the Service past their initial or current contracts (for those who enlisted prior to 2013). This section includes the following themes:

- Career and personal factors
- Family/friends
- Service selection
- Impact of the repeal of the 1994 combat exclusion policy

Career and Personal and Factors

Participants mentioned several factors related to the draw of educational and career benefits and personal motivations as influencing factors in their decision to enlist.

Educational Benefits

The most commonly mentioned factor to enlist was the educational benefits. Education was most frequently cited among the junior enlisted, though a few senior enlisted participants mentioned it as well. Oftentimes, education was mentioned in conjunction with other career-related benefits.

"I wanted to go to college but didn't have any money. I joined the [Service] to go to college but I spent the first five years not going to college. I spent money on other things, so I reenlisted for two more years to get my associate's [degree]. Then I will get out and apply to the [local government job opportunity]."

— Junior Enlisted

"I was going to school part time and needed a way to pay for it. I also realized I'd be able to get a job in the [Service] that would help my career path that I wanted to do."

— Junior Enlisted

"Same thing. I was going to college, had a hard time making tuition waiting tables. I joined the [Service], originally for college and then here I am 14 years later. I ended up liking it."

— Senior Enlisted

Job Opportunities and Career Skills

Participants also commonly mentioned enlisting because they were unable to find a job in the civilian world, oftentimes due to lack of job experience, or because they were dissatisfied with the civilian jobs available to them. Several mentioned having a family to support. Others enlisted for job stability. Inability to find a civilian job and desire to gain career skills and job stability were also reported by OCS/OTS candidates during the 2013 focus groups.

"I came in because I lost my job. I was married, with my wife and son, and I had to move back in with my mom and dad, and I got sick of that. I got tired of looking for a job, and went into the [Service]."

— Senior Enlisted

"I tried going to college for a job, but nobody would hire me without experience. So I was working three jobs. I knew someone from the [Service], so I went there."

— Senior Enlisted

"I joined for stability and education. I'm a little older than most people when they join...I felt like it was time for me to figure out what I wanted to do and stop switching careers."

— Junior Enlisted

Alternative to College

Several participants reported they saw enlisting as an alternative to attending college. Some of these participants started college and dropped out due to an inability to pay tuition or to a lack of interest, while others indicated that they had no interest in college and went straight to the military instead.

"I did a year of college. I was not focused. It didn't work out well so I said I'm going to the [Service]."

— Senior Enlisted

"I went to community college to play football, and then I lost my scholarship because of grades and a, well, extracurricular lifestyle. Instead of going home to my parents, I just joined the [Service] right out...It all worked out for the best. The military was a good move for me."

— Senior Enlisted

"I joined 'cause I didn't want to go to school and didn't want to leech off my parents."

— Junior Enlisted

"I was not going to waste money going to college. I always had a military mindset."

— Senior Enlisted



ROTC Experience/Early Interest

Similarly, a few participants noted they enlisted right out of high school, some of them influenced by their experiences in the Reserve Officer Training Corps (ROTC) during high school or while attending military school.

"The recruiter said I fell into the Act of God category. I got up and said I wanted to go. I was in ROTC. The recruiter showed up that day in ROTC. I didn't know what I wanted to do. He says take the ASVAB [Armed Services Vocational Aptitude Battery] and that was it."

— Senior Enlisted

"Around 9th grade, I joined ROTC and knew I wanted to do it."

— Junior Enlisted

"I was 17 when I joined. Had a son already so I knew I had to do something. I had gone to a military school... Now I can retire at 37 if I wanted to (laughs), I won't."

— Senior Enlisted

Avoid/Escape a Bad Situation

Personal reasons were also mentioned, such as wanting to escape or avoid a bad situation in their neighborhood or needing to do something with their life. These sentiments were much more common among the senior enlisted participants.

"Basically it was either [state prison] or go into the [Service]. I came to the [Service] and it was the best decision I ever made. I was quite young."

— Senior Enlisted

"I joined out of high school. All my friends were pregnant out of high school, and I was super nervous."

— Senior Enlisted

"Just turned 21 and had my first child. I had to do something with my life."

— Senior Enlisted

Travel

A desire to travel also was mentioned by several participants as a reason for enlisting in the military.

"I just wanted to work and travel at the same time."

— Senior Enlisted

"I'm from a small town, I wanted to leave and I always had seen recruiters... It was for me to travel, I enjoy travel."

— Junior Enlisted

Family/Friends

Having family members and friends who had served was a very commonly cited factor in deciding to enlist. Several participants mentioned that family members or friends who served in the military had encouraged or inspired them to join. Fathers were the most commonly noted family member, followed by siblings, grandparents, and mothers. Participants were slightly more likely to report joining the same Service that their family members/friends had joined rather than a different Service. During the 2013 focus groups, family members and friends with military experience was the most commonly reported factor that influenced accessions among Academy students and OCS/OTS candidates.

"Coming into the military, I wanted to join, my dad was in the [Service] for 20 years, and I have three older brothers, but none of them wanted to join."

— Junior Enlisted

"I come from a [Service] family. Dad retired after 30 years; mom was a [Service] nurse. My grandpa was in the royal [Service]."

— Senior Enlisted

"Joining the [Service], I come from a military family, my dad is retired [Service #1], and I've had five of my nine brothers join the [Service #2]...My recruiter, we were on the same page because my dad was in the [Service #1]. I told him exactly what I wanted and he made that happen. It was an easy process."

— Junior Enlisted

Service Selection

DACOWITS asked participants what factors they considered in selecting a Service, and participants mentioned several factors.

Family Members in the Same Service

The most commonly mentioned factor was having family members in that Service, which provided participants familiarity with the Service, as well as personal experiences living that lifestyle.

"Mine was just family legacy. It was kind of ingrained in me from when I was young that I was going into the [Service] and that was all there was to it."

— Senior Enlisted

"Most of my family was in the [Service] so I knew more about it."

— Junior Enlisted

"I grew up as an [Service] brat and I was exposed to it everywhere so I knew I wanted to do it."

— Junior Enlisted



Family Members in Other Services

Other participants reported having family members in other Services and opting against that Service for reasons such as bad experiences growing up, family disapproval of the participant going into that Service, and family suggesting another Service would be a better fit.

"I had two brothers in the [Service #1] and they said don't join the [Service #1]. My grandfather was in the [Service #2] and he said don't join the [Service #2]. I did not want to join the [Service #3] and I didn't know anything about the [Service #4] but knew I needed to get out of where I was."

— Senior Enlisted

"My father was [Service] for 29 years and I never saw him so I didn't want to go that route."

— Senior Enlisted

"I did [Service #1] ROTC and I have a father that's prior [Service #2]. He wanted the best for his children so he sent us to the [Service #1] based on the lifestyle."

— Junior Enlisted

Not Their First Choice

Several participants had first desired to enlist into a different Service than their chosen Service. They had varied reasons for enlisting in a different Service; some made the decision based on family experience, additional information and/or the speed of the enlistment process, or experiences with recruiters.

"I have seven uncles in the [Service #1]. I wanted [Service #2] for something different. The [Service #2] recruiter was not always there but the [Service #1] recruiter was so that's how I got into the [Service #1]."

— Senior Enlisted

"I was gung-ho [Service #1] after high school. I talked to a [Service #2] recruiter and they said it would keep me local...I wanted to stay within the continental US. It also didn't help that the wait for [Service #1] was about one and a half years."

— Junior Enlisted

"I had a long wait. I originally tried to enlist in [Service #1] but it was a year wait and [Service #2] was a 6-month wait."

— Junior Enlisted

"My dad was in the [Service #1], actually. The [Service #2] was the one that accepted me. The wait time was the shortest. I looked at the [Service #3], and I didn't meet any of the requirements, and you're supposed to have no kids, and they want you to be of a certain age. And with the [Service #1], the wait time was really long. With the [Service #4], the wait time was long, too. And in the [Service #2], they said you get in and you get promoted fast, and I was like, 'Sign me up' (laughs)."

— Junior Enlisted

Impact of the Repeal of the 1994 Combat Exclusion Policy

Participants were asked if the 2013 decision to rescind the 1994 combat exclusion policy factored into their decisions to join the military or their decisions to remain in the military past their current service obligations. Most participants who responded to this question indicated it did not impact their decision to join the military or their decision to remain in the military.

"It didn't play a factor for me. It's a good opportunity for women now, if they can meet the same standards I say go for it, it's amazing."

— Junior Enlisted

"The thought of women in combat didn't affect my desire to drive boats and be on the water."

— Senior Enlisted

"I don't think joining the [Service #1] had anything to do with what the opposite sex's role in the organization was. If I was thinking about that I would've joined the [Service #2]...that didn't come into play."

— Senior Enlisted Man

Two female participants, however, reported that the 2013 policy did impact their decisions to remain in the Services, as it opened up additional jobs in their career fields.

"Absolutely it has a bearing on my staying the full 20 years. And for my [job] specifically, that opens up my [job] completely...women are allowed in [the career field] but certain positions are closed for combat reasons...That hinders my growth."

— Senior Enlisted Woman

"I was already in when they changed the policy. I like that they changed the policy, I have more options now that could affect my staying in."

— Junior Enlisted Woman

Recruitment of Enlisted Women

Participants were asked several questions about their experiences with the recruitment process, including their overall satisfaction, positive and negative aspects, how much interaction they had with their recruiters, and how the process might be improved in order to improve the recruitment of women into the enlisted ranks.

Overall Satisfaction

Nearly twice as many participants reported positive experiences with recruitment as reported negative experiences, though those with negative experiences were often more vocal in sharing their opinions.



Positive Experiences

Several participants from across the Services reported positive experiences during the recruitment process. Several participants were very happy with their recruiters, regardless of whether the recruiter was a man or woman. The primary factors leading participants to report satisfaction with their recruiters were providing accurate information, working to get the recruits the jobs they were interested in, making the process easy, and being honest.

"A lot of people have horror stories. Mine was good. I remember the name because she helped me out a lot. Uh, they didn't try to force me to do something else. They took my preferences and made it work out."

— Senior Enlisted

"My recruiting experience was pretty plain and simple. I don't feel like they cheated me. They said you're gonna run and march and get blisters. They told me everything I would need to be successful in basic. They were very knowledgeable. I told them I wanted to be a medic, and they said they would try to make that happen. I went to take my ASVAB, and that was the first thing that popped up."

— Junior Enlisted Woman

"My recruiter was fine. I didn't have any problems with her. I feel like everyone says their recruiter makes promises and lies but mine was honest and I didn't have any issues."

— Senior Enlisted

"He gave me his personal cell phone. He was very straightforward about everything. I've heard horror stories but mine experience was great."

— Junior Enlisted

Negative Experiences

Despite the majority of participants reporting positive recruitment experiences, there was a sizable minority that reported negative experiences. As with satisfaction, dissatisfaction was felt among participants from all Services.

"My recruiting process was very long and stressful. I had five different recruiters handle my paperwork. It took me six months to enlist, just to go to MEPS [Military Entrance Processing Station]. I wanted to just say, 'Screw it,' and do something else. But I finally got a recruiter that knew what was going on, and he picked up my packet and it took me then less than a week to go to MEPS."

— Junior Enlisted Woman

"First two recruiters didn't take the time. I would call and they never called me back. My second recruiter didn't want to be there, just wanted to get back to his job. Final six months—my last recruiter—he was fantastic."

— Junior Enlisted Man

"My recruiter shooed me away because of legal issues and said I couldn't join. He kept sending me to [another Service], and said they'll take you. I kept going back and he finally decided to work with me. It was

just a bunch of paperwork that he didn't want to do. I said whatever you need done, I'll do it...When I went to basic, I didn't know what I was getting into so I was a little unprepared."

— Junior Enlisted

The primary factor leading to dissatisfaction with the recruitment process was recruiters who lied or told only half-truths, particularly regarding the realities of the job the recruit was enlisting into and the potential for deployment. Such concerns were expressed mostly by senior enlisted participants, perhaps indicating a positive change in recent years.

"How others said, it wasn't explained about how high or low you score—[I was told] just take the ASVAB test and pass. They wanted me to get in because I was a quota to them. They didn't really—they don't lie but they go around the truth. They tell you some but not all."

— Senior Enlisted

"My recruiter was a female, and she was an itty-bitty little thing. I saw her, and I thought, 'I can do that.' I trusted her more than if a male had recruited me, but when I got to my first duty station, I asked about the school thing, and they said, 'Pack your bags, you're deploying in two months.' She said I wouldn't have to deploy because I was a girl."

— Senior Enlisted Woman

"I didn't join not to be on ship. They kept saying I won't get deployed. I tried to explain that, I thought it was weird. They kept saying what I can and can't do, I don't like that. When I joined for avionics, we're three separate [job fields]. Someone else makes the decision about which [job field] to be in. I ended up being in ATI [Aviation Electronics Technician]—the 'I' level part. I wanted to be 'O' level [ordnance]. They were freaking liars. Now I work with electronics..."

— Junior Enlisted

Less common factors in dissatisfaction with recruiters included failure to match the recruit's interests to the job field and not providing enough information. These findings were most common in one particular focus group of senior enlisted Service members.

"It was more of a hindsight thing once I came in. I wish my recruiter would have brought up special programs when looking at jobs. For the ASVAB—it's based on ASVAB for job quality. I did decent but not once was diver or EOD [Explosive Ordnance Disposal] mentioned to me. Women have been allowed in those jobs since the '80s but not once were they mentioned. I'm not trying not bash on him it, but it's generalizing. 'You're a female so how about these [jobs]?' Not once was something else offered...Look at the ASVAB, ask what they want. Don't just generalize."

— Senior Enlisted Woman

Interaction with Recruiters

Most participants who were asked about active recruitment stated that they sought out their recruiters, rather than the recruiters contacting them first. The same was reported among Academy students and OCS/OTS candidates during the 2013 focus groups.



"I jogged to my recruiting office. I wanted to go into it. He didn't have to sell me anything."

— Junior Enlisted Woman

"I think it's more about the area the recruiters are in. Where I came from we were beating down the recruiter's door. 'Do what you need to do to get me in.' At our area recruiters jobs aren't hard. Their job is how can I get the person qualified. I came from... A rough area... Recruiters were being sought out. A lot coming in had [criminal] records or issues with, um, how do I get qualified for the [Service], how can I pass the ASVAB, to get into the military."

— Senior Enlisted

Some participants mentioned having recruiters come to their high schools as well.

"There's a lot of active recruitment in my school. I didn't know I wanted to join until they came to my school."

— Junior Enlisted

"Once they got you on the radar, you—they show up at high schools and say you go into the assembly room and take the ASVAB. Nobody studies or anything. You just go and take it. Folks will start calling from different Services. They don't talk about jobs and stuff, but once I was on the radar my recruiter called me often. Visits to the house, trips to MEPS, whatever. You don't know anything."

— Senior Enlisted

"We had recruiters come to our school. They gave us the option of delayed enlistment program. I already knew I wanted to go in the military so I signed up and delayed enlistment. Putting it out there that they can sign up earlier is a good way to get people in."

— Senior Enlisted

How to Improve the Recruitment of Women

DACOWITS asked participants what could be done to recruit more women into the enlisted ranks. Responses varied somewhat by Service. There were two primary themes: increasing the number of women recruiters and emphasizing the variety of jobs available to women in the Armed Forces. Both of these findings were voiced by both men and women.

Women Recruiters

The most common suggestion was having more female recruiters, either through increasing the number of female recruiters or having currently serving (non-recruiter) women visit high schools to talk to female high school students. This suggestion was the most common one provided by participants during the 2013 focus groups as well.

"If a female walks into a recruiting station, and if there's a female E7 or E8 there, it's a sign that a female can succeed in the military. It's more motivation for a female not to second-guess herself."

— Senior Enlisted

"Having more female recruiters, from a marketing standpoint...I remember going to school and saw a recruiting stand. I walked right by because it thought it was for guys. Had I seen a female, it may have changed my perception at the time and would have talked to her to see what opportunities were available"

— Senior Enlisted Woman

"For a lot of women, would be having a female recruiter, would make them more comfortable. I know a lot of females are like 'why do you go there, it's all a bunch of males.'"

— Junior Enlisted

Emphasis on Job Variety for Women

The other commonly mentioned recommendation was to emphasize the important roles women can play, including leadership roles, as well as the variety of combat- and non-combat-related jobs available.

"It [Female Engagement Teams] showed diversity in more jobs. I mean, you don't have to do it, but it shows that females have made a push in the U.S. military."

— Senior Enlisted

"I'm from a very small town, and in my town there's a lot of advertisements for the military. We always had recruiters at our school, but as far as job-specific advertising, the [Service] will advertise for the jobs that they need. When I was joining, they were advertising PSYOP [psychological operations] or infantry. If they put out jobs that were, I wouldn't say not important, but a broader span of jobs, you would have more recruits, not just from the female perspective, but on the whole."

— Junior Enlisted Woman

Advertising with Women

Focus group participants also suggested advertising that includes women, and accurate portrayals of the roles women actually play in the military.

"I think PR. Public relations. When you see military advertisement on television, you usually only see males. That makes it seem like it's a guy thing. Now that I'm in, I know it's equal and you're promoted based on how you perform. There are certain standards you need to meet on both sides. More advertisement, for me that would have gotten me involved more, especially in high school. All the posters are males flying planes and shooting people. I've never seen a female recruiter or female advertisement. I just didn't think it was for me until I took that big step."

— Junior Enlisted



Women in Leadership Roles

DACOWITS asked participants how important it is to have women in key roles in the military in general, as recruiters, and at basic training and other military schools and training. This section includes the following themes:

- Importance of women in leadership
- Female recruiters
- Women in leadership roles at military training facilities

Importance of Women in Leadership

Participants were asked whether it is important to have women in key roles in the military, as well as why this may be important. With the exception of two participants, most participants who responded to this question felt that having women in key roles is important. There were no clear themes as to why this is important, though participants mentioned inspiring other women to advance, adding balance, and ensuring that key assignments are allocated fairly. The importance of women in leadership also was mentioned by participants during the 2013 focus groups, with similar benefits reported.

"I think it's extremely important. For me, seeing that example of professionalism and knowing what I'm expected to do and be as I develop...I didn't have a female [training instructor]...but my brother did. His sergeant was scary but I wanted to be like her. Not everyone liked her but she did a great job and provided a goal point for all of us and where we should be."

— Junior Enlisted Woman

"It would make me feel empowered. I would want to be like that. My [leadership] was a female. She was in charge of all of these guys. Not to say that it is better for a woman to be in charge, it is just different to see a woman be in charge. It made me want to advance myself. There are not many women taking lead roles."

— Junior Enlisted Woman

"I've found that we don't have women in senior leadership. I've only met two other [women in leadership roles]. I just put on [my leadership role]. We have E6 and below, and officers do four years and get out."

— Senior Enlisted Woman

Female Recruiters

Several participants felt it is important to have female recruiters, though one participant disagreed. Women and men in the focus groups both felt it is helpful to have a female recruiter who can answer women's questions about being a woman in the military, as men are often unable to answer some of the important questions potential female recruits have. Others noted that female recruits are able to better relate to female recruiters and it shows female recruits that success in the military is possible for them.

"I've seen...female applicants that had questions about female things. I try to find a female recruiter for them. I can't answer that question for them. I was there and think the best way to help her is to find a female recruiter. That worked out good."

— Senior Enlisted Man

"The office I went to was all males. Anything I could ask them about female things, they didn't know the answer to. There was no one for me to ask. It was hard to make a decision to do something with no answers. They'd tell me how it is for a male, but when it comes to females, they'd say 'I don't know.' I had to switch recruiters twice."

— Junior Enlisted Woman

"They can relate better. I think you're gonna get...I don't know that just because it's a female it'll make them honest, but I think you'll have specific concerns that a female recruiter would understand regarding concerns about the military. Women are more nurturing."

— Senior Enlisted

Women in Leadership Roles at Military Training Facilities

Participants also discussed the importance of having women in leadership roles at basic training and other military training facilities. With respect to having women at basic training, participants believed that women are better able to address the women-specific training issues of female recruits and that having women in leadership at basic training will help minimize the occurrence of sexual assault and sexual harassment.

"In boot camp we had a lot that came from all different walks of life, some who didn't have women in their homes to talk to them about becoming a woman. We had girls dealing with things they didn't know how to handle. A female [in leadership] could pull them aside. A male wouldn't do that. There's females that come into [Service] that don't have someone to talk to them about that. Junior [Service members], someone to pull them aside and talk to them about basic stuff."

— Senior Enlisted

A few participants reported that having women in leadership roles at other military training facilities would ensure oversight and fair enforcement of standards across both genders.


"I feel it is important especially—I can only speak for me, but considering for [my job] you have to go to dive school and [job-specific] school and jump school. At each phase it would have been nice to have—especially a female dive instructor. There are some things having to do with female situations. Some parts of it it's important for women to be there for oversight. Not to give a free pass to a female candidate. If she wants to be a diver she needs to meet the same requirements as a male. It's important that candidates be treated fairly and held to the same standards."

— Senior Enlisted Woman

Participants from one Service who had female drill instructors at basic training reported that they were tougher and more intimidating than the male drill instructors, while another participant noted that female drill instructors babied the recruits, highlighting the importance of ensuring the right women are selected for drill instructor positions.

"The females always came off, especially if they are smaller, they come at you full blown because they want to compensate from their smaller size."

— Junior Enlisted Man



"I had a male [leader]. I had two first classes and one was a female, she babied us a lot. She brought us donuts, she was a hugger."

— Junior Enlisted

"I was a TI ... The nursing ones might not be god female instructors. You have to be authoritative. I think it's good to have the females... the whole dormitory is females from the instructors to the bosses to the chiefs because of all the issues."

— Senior Enlisted

Summary: Accessions of Enlisted Women

When asked about the factors Service members considered when making the decision to enlist, opportunities for education was the most commonly reported decision factor, though participants also commonly mentioned enlisting because they were unable to find a job in the civilian world. Several other participants viewed enlisting as an alternative to attending college, whether they had started college and dropped out, or enlisted right out of high school. Personal reasons also were mentioned, such as wanting to escape or avoid a bad situation in their neighborhoods, needing to do something with their lives, or desiring to travel. Family members and friends who had served was also a very commonly cited factor in deciding to enlist. Fathers were the most commonly noted family members, followed by siblings, grandparents, and mothers. Several participants reported that having family members in the Services influenced their decisions as to which Service to join. Some participants joined the same Service as their family members due to greater familiarity with that Service and its lifestyle, while others joined a different Service than their families because they had negative experiences growing up or their families disapproved of them joining the same Service. Several participants had first desired to enlist into a different Service, and they had varied reasons for switching. Most participants indicated the 2013 policy to repeal the 1994 combat exclusion policy did not impact their decision to join the military or their decision to remain in the Service, though two women reported that the policy impacted their decision to remain in the Service because it opened additional jobs in their career fields.

Nearly twice as many participants reported positive experiences with recruitment as reported negative experiences. Most participants were very happy with their recruiters, regardless of whether the recruiter was a man or woman. The primary factors leading to satisfaction were recruiters who provided accurate information, recruiters who worked with them to get jobs to match their interests, recruiters who made the process easy, and recruiters who were honest. The primary factor leading to dissatisfaction was recruiters who lied or told only half-truths, particularly regarding the realities of the job for which the recruit was enlisting and the potential for deployment. These concerns with recruiters emerged mostly among senior enlisted participants, perhaps indicating a positive change in recent years.

Most participants who were asked about active recruitment stated they sought out their recruiters, rather than the recruiters contacting them first. Other participants mentioned having recruiters come to their high schools. When asked what could be done to recruit more women into the enlisted ranks, responses varied somewhat by Service. Suggestions included having more female recruiters, emphasizing the important and varied roles women can play, and using advertising that includes women.

Most participants felt that having women in key roles is important, though there were no clear themes as to why. Several participants felt it is important to have female recruiters because they are able to answer women's questions about being a woman in the military in a way that male recruiters often cannot. Others noted that female recruiters can better relate to female recruits and that having female recruiters shows women that success in the military is possible. Participants also discussed the importance of having women serving in leadership roles during military training. With respect to basic training, participants believe that women are better able to address the women-specific training issues of female recruits and that having women at basic training will minimize the occurrence of sexual assault and sexual harassment. Concerning women in leadership at other military training, some participants reported that it would ensure oversight and fair enforcement of standards across both genders.

Assignments Focus Group Findings: Career Progression of Female Officers and NCOS

The Assignments Working Group is also interested in the career progression of women in the enlisted and officer ranks. As part of this examination, the Committee asked about the opportunities for advancement of women, including the extent to which women are able to take advantage of key developmental education/training and key developmental assignments. The enlisted focus groups examining this topic were mixed-gender, making it difficult to note differences between men and women. The focus groups held with officers on this topic were single-gender, which allowed for differences between men and women to be identified. Findings from groups of junior enlisted, senior enlisted, and officer (both junior and senior combined) men and women are intermixed, as themes were often overlapping. When a theme applies more strongly to some groups than others, this is noted. This section provides a summary of the 2014 DACOWITS focus group discussions on the topic of career progression of women in the military; it is organized into sections as follows.

- Professional military and civilian education
- Developmental assignments
- Facilitators and barriers to career progression

A summary is included at the end of this section.

Professional Military and Civilian Education

Military Education

Participants were first asked about the role of professional military education (PME) in their career progression. Only participants from one Service acknowledged that there is specific training required for promotion. Participants within this Service and others commented on the availability of PME and several barriers to gaining access to it. Most participants reported barriers to gaining access to PME, though a few participants indicated that access is available.



Lack of Availability at the Unit Level

The most common barrier to PME that participants mentioned was lack of availability at the unit level. For many of these participants, the cause was a lack of training funds within that unit and/or lack of interest from command leadership. Only enlisted participants, primarily senior enlisted, mentioned this concern.

"Your unit has to pay for you to go to it, and your unit doesn't always receive a lot of money. There are a lot of schools that we'd love to go to military-wise, and you need for your own professional development, but the units don't have the funding, or they don't have the personnel to cover for us when we're there."

— Senior Enlisted

"If your time is up and you need to go, they'll send you. Classes are not cheap, the only thing that holds us back is financial."

— Junior Enlisted

"I think with a lot of people, a lot of it has to do with their unit. When I was in [overseas location], it was really easy to go to school. For [domestic location], it was really easy. But when I came to [current unit], they [i.e., my supervisors] were like, 'What does the school do for me?' You see people in this division, the esprit de corps types, who send people to school only because it makes the unit look good."

— Senior Enlisted

Command Determines Who Goes

Participants from two different Services noted that leadership is often the determining factor in who is selected to attend PME. These participants reported that the process is often unfair.

"From the line side it does have to do with who your exec is...it is all about timing. It's kind of the world we are in right now. Things are getting more competitive. I tell my lieutenant it's about timing and who you know."

— Female Officer

"My battalion commander just won't sign those request forms. We have a deployment coming up, and in my opinion, they're selfish in looking only at the unit's needs and not the [Service member]'s needs."

— Female Officer

Lack of Time

Time is another barrier to completing PME due to deployments and/or job requirements. This finding was specifically expressed by enlisted participants.

"We have to make the time just to do even the military schooling."

— Junior Enlisted Woman

"I work in the pharmacy. We're always busy. Time is an issue. Other people are talking about downtimes for trainings. ...we send people when we can but..."

— Senior Enlisted

"I haven't deployed yet, but I will go, but I've also been able to further my education. I have something tangible for when I get out of the military. The people who deployed, though, they don't get the certifications and things like that."

— Senior Enlisted

Civilian Education

A few participants commented on the availability of civilian education. Most participants recognized the availability of civilian education to Service members, though several reported there are barriers to actually obtaining it. For some participants, civilian education seemed to be available in theory, but difficult to obtain in reality.

Availability

Participants, particularly enlisted participants, noted that civilian education is available through programs like tuition assistance. Note, also, the large number of enlisted participants who reported enlisting partially for the educational benefits, as mentioned in Section B of the focus group findings.

"I think the educational opportunities are awesome. Just because the military has 1,000 programs, I can get a degree in anything, especially with all the educational funding."

— Junior Enlisted

Barriers

Despite the availability of opportunities to seek civilian education, participants reported a lack of time, and logistical barriers such as deployments and field training, as reasons interfering with their ability to use the educational benefits the military offers.

"It's whether or not you're available. You're in a demanding position. You don't have the time. When I went to school it was one class at a time. I tried to do two classes. I'm [a leader] at a large command of 2,500 [Service members]...and now I've got to leave work, maybe on time, get home, cook for the kids, homework to do and then back out the door for the classroom. It was struggle. Some people have the opportunity and some don't."

— Senior Enlisted

"Work schedules hurt sometimes...[because of my job] every three months, you do 12 hours in the day, 12 hours at night. There are ways to take classes while you deploy but the military comes first, education is second."

— Junior Enlisted

"If you have any personal desire for higher education, it's a little bit difficult. I'm trying to get a higher degree, and I have to work on it after work. Even if I have nothing to do, I still can't bring that to work."

— Female Officer



Gender Differences

Most participants reported no gender differences in the ability to obtain access to PME and civilian education opportunities, though two participants did report a belief that it is easier for men to gain access to PME and one participant reported it is easier for women to gain access to PME.

"In our unit, it's really small. It's mostly officers. There are maybe 10 females in the unit. We have the same opportunities as the males. We're offered the same schools. If we're capable of going, they send us."

— Junior Enlisted Woman

"The mindset is it's not about male or female it's about being good at what you do and you have to put yourself in front of the pack whether that volunteering for things at the wing level. It's that kind of stuff that you have to do."

— Female Officer

Developmental Assignments

DACOWITS asked participants about the role of developmental assignments in their career progression. Participants spoke of facilitators and barriers to obtaining these assignments and factors that affect promotion.

Facilitators of Developmental Assignments

Participants were asked how they had gotten developmental positions, if applicable; however, participants often spoke more generally about the requirements needed for career progression, including both developmental assignments and educational opportunities. Participants most commonly reported receiving information on what they needed to do for career progression. These responses came primarily from the enlisted participants. There were no clear themes as to who or what provided this information to them. Participants mentioned branch managers/career counselors, an online system specific to one Service, an advancement center, and unit leadership.

"I think a big role is the career counselors...all that is mentioned upfront with the individual. It's basically what are your goals, do you have schooling, do you know about TA [tuition assistance], just a list of things that are available for a [Service member] in their career and [job]. A lot of that is introduced to them during career development boards. If they are doing the boards like they are supposed to."

— Senior Enlisted

"Yeah, there's this [online Service] Career Tracker. It takes you and your [job], and it takes the school you've been to, and it shows you where you are, as a percentile, amongst other E5s and E7s, and it also takes into account your civilian education. It shows you where you are amongst your peers. It also gives you links to correspondence courses related to your [job], and it shows schools you should go to."

— Senior Enlisted

"My senior NCO is the NCOIC [Noncommissioned officer-in-charge] in our shop. She's the same [job] as me. She made it up to E7 in only seven years. There's only one other person in our shop in the same [job] as us, and she holds us to higher standards to help us progress faster. She gives us timelines and other resources we need to progress in our [job]."

— Junior Enlisted Woman

Barriers to Developmental Assignments

DACOWITS also asked participants about the barriers they have faced in obtaining key developmental assignments. However, as with facilitators, participants spoke more about career progression in general. The most commonly mentioned barrier was a lack of information, including the absence of someone to guide them through their personal career progression and to explain what they need to do to progress.

"Until recently, my NCO...we weren't in the same field. We're in an all-treatment platoon. But the highest ranking person is the Squad Leader. There was stuff I was looking into to further my career... this is my first duty station, and there's no one here to teach me what to do. It's just rough trying to figure out how to progress in my field."

— Junior Enlisted Woman

A less commonly mentioned barrier was having too many people in a job field and/or rank, which can hinder career progression and the ability to get key assignments.

"For us, for [career field], we have so many lieutenants that they've shortened the amount of time you get as platoon leaders. At the battalion and brigade level, they've made it so we have a little more time, four to six months, so at least we get a little bit of time doing that, which is kind of nice for our branch. Being a platoon leader is a plus. It's essential, really, but some of us don't get it."

— Female Officer

"If you are in a [job] with a lot of people, advancement will suck."


— Junior Enlisted

Gender Differences

In addition to general barriers, participants were asked about perceived differences in the ability of men and women to get key developmental assignments. In responding, participants often discussed gender differences in promotion as well.

Perceived Equality

The overwhelming majority of participants reported that there are no gender differences in availability of developmental assignments.



"I've had only positive in my career. At the [Service] Academy I never felt threatened. Always equal opportunities for male and female. My first command was equal opportunity. I don't see any priority on males over females – all merit-based, which I appreciate. Anyone can excel in that. Can this person do the job and do they care? That's the most important thing. In all my commands I've never felt threatened or biased. I only have good things to say."

— Female Officer

"A lot is based on record, has nothing to do with gender. As an [job title], opportunities to command are very slim, I've been lucky with some opportunities."

— Female Officer

"I think males and females are given the same opportunities."

— Junior Enlisted Man

Facilitators for Women

Some participants indicated that women's ability to get these key assignments has been improving, particularly as additional positions are opened. A few participants went a step further to say that women are more likely than men to receive key assignments, due to a shortage of women in leadership positions. Women were more likely to describe improvements in women's ability to get key assignments at equal rates as men, while men were more likely to point to women having an advantage.

"There are more openings for women now. They're opening up a lot, and all my male friends were slotted for those positions first, and they're putting women in BSB [Brigade Support Battalion] positions."

— Female Officer

"For the [Service] it's getting to a point where the affirmative action piece is kicking in where they are looking for more female commanders. As a female now you have a little bit more of chance for some senior positions. Don't know if it is a good thing or a bad thing. I think more women in command could temper some of the mindsets that are there or exacerbate it."

— Male Officer

"Fear of discrimination. Women may have it easier to advance or get the qual [qualification]."

— Male Officer

Barriers for Women

Several participants expressed barriers that keep women from getting developmental assignments and from progressing at the same rate as men. The most common barriers mentioned were berthing issues on ships and/or being overlooked due to men in leadership playing favorites with their friends, who also tend to be men, due to the policies against fraternization. Most participants expressing these opinions belonged to the same Service.

"The ratio is really off. On the deck side we had four to five seamen that were female. Everyone else was male. In [training] I had three women that wanted to go boats. Not a single one of them got a billet. There were boats there but no female billets."

— Junior Enlisted

"Not all of my community is open to women. You're limited as to what platoon you can go on for the [key developmental] portion. Not only has my thing been cut in half, I have to hope and pray that someone in operations lets me in. Not all aspects of the job are open to women. If I have another experience in a foreign country on their ship, if that ship doesn't allow women I get left behind. Male members of the team go and complete the experience. I get to put nothing on my eval [evaluation]. These things happen all the time."

— Senior Enlisted

"I feel that sometimes that, you know, the glass ceiling isn't always there but at times with opportunities like going on ships or things a lot of females are overlooked for those opportunities based off of personal relationships males have with one another. The chain of command will recognize men because they're friends with them outside of work. With others, women will get overlooked because they don't have that relationship. One of the first things you learn coming in is fraternization is looked down upon. All [Service members] should have the same opportunities. But it still happens. And it's oftentimes they try to cover it up or sweep it under the rug."

— Junior Enlisted Woman

Facilitators and Barriers to Career Progression

DACOWITS asked participants what has been the most helpful in advancing in their careers and what barriers they had experienced in advancement. The question regarding barriers was asked with a greater frequency than was the question regarding facilitators, and received more responses.

Facilitators


Participants, particularly senior enlisted women and women officers, commonly noted mentors as facilitators to career progression. While most women reported the benefit of having other women as mentors, others indicated that the gender of the mentors was not important.

"One of things that helped me was, uh, the mentor program. Very helpful...I was a disgruntled second class trying to come up...He [my mentor] saw the determination in me and said you can go far. You need someone to take you under their wing...My career went a whole different direction. Mentor program played a large role."

— Senior Enlisted

"I had very good mentors that saw something in me and always constantly—mine now is retired, 30 years now. I still talk to her today. Even from my first class on a ship she just was on me all the time...I tell my juniors that now. I'm trying to raise them right."

— Senior Enlisted Woman



"One thing that was helpful for me, when I found a good officer, I made contact with them and I stayed in contact with them...I tried to find a female officer that was higher than me, and I finally found one. Having a go-to for career advice, writing recommendation letters and those kinds of things, that's something that's helped me. The mentorship program has gone away, but you have to find someone on your own. When you find someone you respect, stay on their email list...And most of mine aren't women, they're infantry Colonels."

— Female Officer

Despite the positive responses regarding mentors, other participants reported difficulty finding mentors and noted how that can hinder career progression. This finding came up primarily among female officers, though a few senior enlisted women mentioned it as well.

"When I became an officer, they said to find a mentor. But it's hard to find one. There's usually a mass exodus of Captains out of the military in [my career field]."

— Female Officer

"There's hardly any mentorship."

— Female Officer

"You need to have people who are willing to mentor and encourage and lead. Now they don't have time because the [Service] is cutting the force and you don't have time to get out of your cubicle and go see what's happening. It's more work and less people...Breaking it down to the very basic stuff. Do you have a supervisor, or leadership who cares? ...If you want to encourage people, I'm going to be looking to those individuals who have time to mentor me."

— Senior Enlisted

Similar to mentors, good senior leadership was mentioned by some participants as a facilitator to their career progression. This only was brought up among enlisted participants and was more common among junior enlisted members.

"As far as where I work good examples are found everywhere...We have a female first sergeant and she's always coming around, checking up on people, you can talk to her about everything. She's really friendly and really out there. I love seeing her there, it brightens my day and motivates me...It's not just leadership but people on my level who are leading that I can go to."

— Junior Enlisted Woman

"Our supervisors who help us achieve our goals is greatly appreciated. A lot of times you don't get that."

— Junior Enlisted

"I had a good supervisor who mentored me and sat down and said this is what you need to do, make rank, volunteer, win awards."

— Senior Enlisted

Barriers

The majority of the participants who responded to this question reported that there are few institutional barriers keeping women from progressing. However, many noted that women often face greater internal barriers than men do when it comes to deciding between taking demanding leadership positions that would benefit their careers but leave them with little time to spend with their families or taking less demanding positions to have more time with family. Although the majority of participants thought this was a barrier primarily for women, a few noted that men faced this internal struggle as well. This finding was limited exclusively to officers.

"I don't think there are any barriers any more to get those milestones in developmental roles for us. Maybe what I'm seeing is an internal struggle. Do we want to go to those positions? It's a tradeoff. Ultimately we want to have a balanced life, but a lot of us view senior roles as more demanding. That's an internal struggle for us. The barriers have been removed. Personally, I dealt with that. My decision to leave the community and transfer to something more family friendly or family oriented for me. I think the [Service], the Armed Forces, have really done a knockout job in opening opportunities for us. I still struggle with do I really want a command because I also want to see my kids."

— Female Officer

"I don't think there's anything holding back females in any branch for opportunities for career advancement – I really don't. It used to exist and it's slowly dying away...It's really just personal goals matching professional goals...I personally don't see anybody as a female having a tough time making rank or get into a position."

— Male Officer

"Very even playing field minus how many kids they want to have. At the commander's level they have to plan their family around their deployments. So right now if they want to have a family and they can't do a certain job at a certain time... that can hurt you."

— Male Officer

A few participants also noted access to leadership courses as a barrier, though this affects men and women equally. Limited access was generally attributed to limited availability of open slots for the training or to time constraints. These were noted most commonly by male Service members.

"They've always had retention control points, but they've lowered them. These courses are essential to making the next round, but you don't have any control to take them."

— Senior Enlisted

"Sometimes availability of required schools you need...If you don't get orders, you're automatically rejected. If courses aren't available to you at the time, it affects you."

— Male Officer



Summary: Career Progression of Female Officers and NCOs

Concerning military education, participants commented on both the availability of PME and several barriers to gaining access to it. Most participants reported barriers to gaining access to PME, though a few participants indicated that access is available. The most common barrier mentioned was lack of availability at the unit level, caused by a lack of training funds or lack of interest from command leadership. Participants from two different Services noted that leadership is often the determining factor in who gets to attend PME and who does not. These participants reported that the process for selecting who can attend is often unfair. Time was reported as another barrier to completing PME, including lack of time due to deployments. A few participants commented on the availability of civilian education as well. Most acknowledged that civilian education opportunities are available to Service members, though several reported there are barriers to actually obtaining it. In terms of barriers, participants reported a lack of time as well as logistical barriers such as deployments and field training as interfering with their ability to use the educational benefits the military offers. Most participants reported no gender differences in access to PME and civilian education opportunities.

DACOWITS asked participants about the role of developmental assignments in their career progression and participants spoke of facilitators and barriers to promotion. Participants most commonly reported being provided the information on what they needed to do for career progression as a facilitator to career progression, though there were no clear themes in who or what provided this information to them. The most commonly mentioned barrier to career progression was a lack of information, including a lack of someone to guide individuals through their personal career progression and to explain what they need to do to progress. A less commonly mentioned barrier is having too many people in the job field and/or rank, as this can hinder career progression and the ability to get key assignments.

The overwhelming majority of participants reported there are no gender differences in the availability of developmental assignments. Some participants, particularly servicewomen, indicated that women's ability to get these key assignments has been improving, particularly as additional positions are opened. A few participants went a step further to say that women are more likely to be given key assignments than men, due to a shortage of women in leadership positions. In contrast, several participants expressed barriers that keep women from getting developmental assignments and from progressing at the same rate as men. The most common barriers mentioned were berthing issues on ships or men in leadership playing favorites with their friends, who also tend to be men, due to the policies against fraternization.

Participants, particularly women, commonly noted mentors as facilitators to career progression. While most reported the benefit of having other women as mentors, others indicated that the gender of the mentor was not important. Despite the positive responses regarding mentors, other participants reported difficulty finding mentors and addressed how lacking a mentor can hinder career progression. Good senior leadership was also mentioned by some participants as a facilitator to their career progression. The majority of the participants reported that there are few institutional barriers keeping women from progressing. However, many noted that women often face greater internal barriers than men do when it comes to deciding between taking demanding leadership positions that would benefit their career but leave them with little time to spend with their families or taking less demanding positions to have more time with family. A few participants noted that men faced this internal struggle as well.

Access to leadership courses was also mentioned as a barrier and was generally attributed to limited availability of open slots for the training or to time constraints.

Military Culture

The Committee is interested in how military culture impacts the integration of women into combat units, and several aspects of the focus group discussions about military culture were pertinent to this topic. Specifically, discussions around the impact of culture on the integration of women, political correctness, women as leaders, differences in physical standards, and the potential for avoiding interactions with the opposite gender were themes that arose across several groups.

Impact of Culture on Integration of Women

Focus group participants were asked about the ongoing efforts for full integration of women into the Services and how military culture may impact this. Overall, most participants thought that women should be allowed to pursue any specialty in the Armed Forces as long as they are capable of doing the job. Others described a sense of political correctness that must go along with fully integrating women, to avoid unintentionally offensive remarks. Many described women's integration in leadership roles as monumental and necessary for growth as a collective military. Finally, an issue raised several times across groups was equal physical fitness standards, regardless of gender.

Overall Integration

A majority of the focus group participants, both women and men, felt that if women were capable of doing the job, they should be given the opportunity.

"I think it's great they're allowing women into combat. It's outstanding. I think it's great they have opened all these opportunities to women. But at the same time, I think it's vital that the [Service] or military, that they launch a campaign to attract more females to those [specialties], because it's pretty lonely as a woman in the combat arms. There's no reason why a female cannot do my job. It would be nice if there were more of them."

— Female Officer


"The people who have issues with it are the ones who haven't had women working with them before. The majority of the guys who don't want women haven't fought with women before; they just hear stuff from other people."

— Senior Enlisted Woman

"Culture, our upbringing before the military, our view of women is subservient in a way. If a woman can do the job, give her the job."

— Junior Enlisted Man

However, there were also some participants who did not feel that women should be allowed into combat positions. This was reported exclusively among men in one Service.



"In the physical aspects of it, their standards are lower than ours. In the physical aspects, they're not accepted because their standards were lowered. In the infantry field, they won't be accepted as well. It all pertains to what their job is."

— Junior Enlisted Man

"Guys don't want the standards to be lowered or cheapened so it's a big concern for them. All the guys I've talked to, they've deployed five or six times. They're concerned females can't meet their expectations."

— Male Officer

Individuals reported that because the military is still mostly male, integration still has a long way to go.

"The military was predominantly male. You can look at the past 50 years. The consensus was, you go in and it will be all guys. You will do jumping and testosterone will be up and they'll talk about women and guys. They were used to doing it because of the cultural norm. Integration will be different, that is where adaptation comes in, this is a big issue in the military"

— Junior Enlisted Man

"I think it's [the military is] still [a] locker room mentality. [It's men] saying what they want to say, and some are offended while others aren't. But they don't curtail that behavior until women will say, 'Hey, you can't do that' or 'Why are you doing that?' And so I feel like that is a culture, it relates back to culture. [It] Used to be all men, all the time. It was like a big fraternity. Now it's 'we're a business, a workplace.' You have to go to a more professional zone. Sometimes people don't realize they offend people."

— Female Officer

Political Correctness

Some focus group participants, especially men, described occasionally experiencing uncomfortable environments when men and women are in the same room or interact with one another.

"When females come around, I watch exactly what I say and how I say it. I have to think about what it is I want to say like three times before I actually say it. It doesn't create a bad environment; it's just kind of awkward. You can't be yourself; you have to watch every move you make."

— Junior Enlisted Man

"When you start mixing females into the environment, you do have to be cognizant of the differences between genders and the environment has to be professionals."

— Senior Enlisted Man

"...my—Senior Enlisted guys are very threatened by the fact that as a woman and an officer—it may be the motherly nature-nurture thing we have. If you say 'Hey, how are you doing?' half are scared to talk to you..."

— Female Officer

"People don't know how to talk to each other. They are afraid things will be taken the wrong way. We need better communications across the board."

— Senior Enlisted Man

Women as Leaders

Both men and women expressed the importance of having more women serving in key leadership positions.

"Most of them have kids and if you are young man coming up they try to make you more mature and help you to grow up. It helps me a lot. They aren't trying to empower you; they are trying to help you. Make sure you can grasp and understand to teach you."

— Junior Enlisted Man

Others felt that although having more women in leadership roles is important, the military's actions do not reflect their message, as evidenced by the lack of high-level female officials.

"Why do we have so many women in the military with 37 years...but no female commandant? Why don't we have a female president?...It's empty words. We have men that say it, but do we really mean it?"

— Senior Enlisted Woman

Lower Physical Standards for Women

Many people, both men and women, thought that if women are to be integrated equally, they should be held to the same physical fitness standards as men and that the physical standards should match the occupational requirements.

"The standards should be the same across the board. I don't want to be treated like a man. They don't have to bring down the physical fitness tests for women because then we're treated differently. I wish there was an understanding that it's okay to be a woman and that we don't want to be men."

— Junior Enlisted Woman

"... In my group, they try hard to keep up and we respect them for it. We have one [woman] who doesn't and she's not respected."

— Junior Enlisted Man

"We preach quality, and taking women into combat arms, and I've never been in combat arms myself, but if you're going to let women into that, you have to obey the standards. Why not make it one PT [physical training] standard? If you're going to go out there and get shot at, have one PT standard, a one-everything standard, if that's going to be the case."

— Junior Enlisted Man



Avoidance of Interactions with the Opposite Gender

As indicated in the Wellness focus group findings section, some men avoided or were hesitant to interact with women due to concerns that something could be misconstrued and lead to trouble. Several participants noted that this avoidance is so severe that it prevents men from talking to women for fear of the women filing a sexual harassment complaint against them. This avoidance of interaction with the opposite gender could impede women's ability to progress in their careers.

"I was told to stay away from females because they will get you in trouble."

— Senior Enlisted Man

Summary: Military Culture

Participants believed that, as the military evolves, female integration is going to become vital to encouraging more females to join the Armed Forces. The majority of participants agreed that, if a woman was capable of the job, she should be given the opportunity to fill that role, regardless of gender. Others also expressed the necessity of seeing more women in leadership roles, as it signifies a culture shift and a more inclusive Service. Some participants also thought that full integration of females should require standardizing physical fitness expectations, regardless of gender, in order to foster a truly equal environment. As stated in the Wellness focus group findings section, avoidance of interactions with the opposite gender for fear of sexual harassment complaints was a trend noted across several focus groups.

Specifically, participants reported that some men avoid or are hesitant to interact with women due to concerns that an exchange could be construed the wrong way and lead to trouble. Several participants noted that this avoidance is so severe that it prevents men from talking to women for fear of the women filing a sexual harassment complaint against them. This avoidance of interaction with the opposite gender could impede women's ability to progress in their careers.

General Comments

When time permitted after the standard focus group protocol was completed, participants were asked if there were issues that may affect women in the military that had not been covered in the focus group, including the biggest challenges faced by women in the military and recommendations participants would make to the Secretary of Defense (SECDEF). All but one focus group addressed at least one of these additional topics. While some themes resonated across the focus groups, often questions and/or probes were specific to only one or two groups, so care should be taken not to generalize these findings across Services. This section provides a summary of those themes respondents most commonly reported. These themes were often verbalized across installations, Service branches, and ranks. This section is organized into sections as follows.

- Biggest challenges to women in the U.S. military today
- Recommendations to SECDEF

Biggest Challenges to Women in the U.S. Military Today

DACOWITS asked participants to describe the biggest challenges faced by women in the U.S. military today. While many of these opinions were mentioned across Services, installations, pay grades, and ranks, some individual subthemes may have been expressed by only one or two groups.

Transition Period While Opening New Positions to Women

Several focus group participants felt that, as the military responds to the repeal of the ground combat exclusion policy by opening positions that were previously closed to women, there will be a challenging transition period. The identified potential challenges predominantly related to the military culture adjusting socially to these changes, along with civilian society getting used to the idea of women fighting in, and being casualties of, combat.

"The biggest challenge right now is that we're at a social turning point. With the combat jobs opening up, it's going to create turmoil for a while but if we play it right, we can have an equal force. We have all of these preconceived social expectations for women and men. Men are supposed to be strong and burly and women are supposed to be beautiful and...I've seen weak men and strong women. Tearing down those social barriers, I didn't think I could do this but now I realize I can. It's going to take years for things to change in the public's eye and society's perception but right now we're at an important turning point..."

— Junior Enlisted

"I think the military is moving faster than civilian society. We're used to seeing [Service members] coming home with missing limbs but they're all males. Think about black hawk down; imagine what society would say if they saw females getting dragged and beaten. You have to think about getting drafted. If we're going to make equal rights, is my 18-year-old sister going to get drafted? If we're going to be equal, we also have to be realistic about this stuff. It's a psychological thing that will take a long time to change."

— Junior Enlisted

Pregnancy, Postpartum, and Breastfeeding Concerns


Challenges related to pregnancy and breastfeeding were identified by several focus group participants. These challenges include not enough time to get back in shape after giving birth and not having an adequate lactation facility.

"I've done iron man marathons but I think a PT test six months after you have a baby is insane. The research I've done... it really needs to be a year. You can't work out for six weeks so now you are down to four and a half months. Even if you are breastfeeding, it doesn't always work. I can't lose the weight. How can I dehydrate myself to just get under? If I fail I am done."

— Female Officer

"Breastfeeding was a huge issue for me."

— Female Officer



"A lactation room. A reasonable accommodation needs to be met. That may translate to you sitting on the toilet. There is room for perception here...and I feel really bad for some women and the accommodations for which they are choosing to pump."

— Female Officer

Lack of Equal Physical Fitness Standards

A few participants identified a lack of equal physical fitness standards as the biggest challenge women in the military face today.

"We want the same requirements as men, as long as we can do the job. Every job open to males and females should have the same [physical fitness] standards across the board."

— Junior Enlisted Woman

Lack of Respect

Lack of respect from their male counterparts was raised by a few participants as the biggest challenge to women currently in the military.

"Getting my male peers to respect me is kind of a challenge for me. Even though I know what I'm talking about, they second guess what I say."

— Junior Enlisted Woman

"We have to make sure we have that respect."

— Senior Enlisted Woman

Recommendations to the SECDEF

Participants mentioned a variety of recommendations they would like to share with the SECDEF. This section summarizes these recommendations.

Need for More Women in Leadership and Combat Positions

When asked what one recommendation they would want to take to the SECDEF, many participants wanted more women in leadership positions and women in the same roles as men, including combat positions.

More Women in Leadership Positions

"Get more women in leadership positions."

— Female Officer

"We just don't see a lot of high ranking females. Here we are 21st century, I know one female first sergeant. A lot of them don't stay in. I think the culture that 'I'm never gonna get to where I need to be'...they tap out."

— Senior Enlisted Man

Women in Same Roles as Men

"...the Secretary needs to know that women are capable of the same jobs that males are...I know there are women that are totally capable and I think we should be allowed to do all the things men can do, or at least be able to try. We should at least have the option...We should all be afforded those opportunities. A sexist mindset shouldn't be able to stop us."

— Senior Enlisted Woman

"More women in combat arms."

— Female Officer

Change Physical Fitness and Height/Weight Standards

Several participants would like to recommend that the SECDEF change physical fitness standards to be the same for women and men, and change the height and weight standards to be more understanding of differences in body type.

"Since we want to be treated the same, we should have the same standards as the males. Something simple like the PT test shouldn't be 30 pushups for the guys and 20 for females. It should be the same. When I'm in school, I don't have a different PT test for the guys so everyone should be the same."

— Junior Enlisted Woman

"Change the height and weight standards. Since they changed in 2006, I went down. I used to pass with flying colors. When they said they're gonna tape around the waist, I figured I'd have some issues. I don't want to blame my race or background, but my body isn't small."

— Senior Enlisted Woman

Improve Access to Quality Health Care

Some participants identified recommendations related to concerns over limited access to, or poor quality, health care.

"Health care, health care. Birth control has inconsistencies with what kinds you can get and how it's distributed."

— Female Officer

"We barely get health care, when we do get care there's a pushback for every step of care. The [lower enlisted Service members] aren't going to go pay a civilian doctor. We shouldn't have to be pushy to get care."

— Female Officer



Uniform-Related Recommendations

A few participants expressed concern over proposed changes in uniforms.

"Don't change our uniforms; I don't wanna look like a guy."

— Female Officer

"We've been asked to try on the new uniforms; we don't want to look like the guys."

— Female Officer

Improve Recruitment and Screening Procedures

Some focus group participants, mostly men, proposed changes to recruitment practices. One officer recommended screening recruit Facebook pages, and one junior enlisted man would like to recommend to the SECDEF that more women be recruited into the military. He felt that the small proportion of women in the military today might be a factor in sexual harassment and sexual assault.

"Can we get the recruiters to look at peoples' Facebook pages before they sign them up, like they do in corporations?"

— Male Officer

"More females should be recruited in. They are [sexually] assaulted and [sexually] harassed because there aren't many of them. Only in the military would we get in such trouble. More females should come in."

— Junior Enlisted Man

Enhance Programs for Male Military Spouses

A couple of participants expressed a need for enhanced programs for male military spouses, whom the participants said often get overlooked.

"I think there needs to be more for male spouses. They're all geared toward the spouse being a woman and that is an excellent point. In our clinic, we have two male civilian spouses. I'm engaged to a civilian male."

— Junior Enlisted



Defense Advisory Committee on Women in the Services

Appendix H:

**Briefings Presented to
DACOWITS During FY 2014
Business Meetings**



Sexual Assault and Prevention Response Initiatives

Col. Alan Metzler, Deputy Director, SAPRO, December 2013

Service Update on Implementation of Methods to Assess Commanders Performance on Evaluations

COL Robert (Bob) Akam, Army; RADM Sean Buck, Navy; Mr. Cyrus Salazar, Lt Col Ernest Mata, and Maj Justin Longmire, Air Force; Col Michael Hudson, Marine Corps, December 2013

National Guard Same-Sex Benefits Update

Ms. Holly Hemphill, DACOWITS Chair, December 2013

Memorandum received from BG Marianne E. Watson, December 2013

USMC Update on WISR Implementation Pillar One/Infantry Training Battalion Experiment

Col Jon Aytes and Col Douglas Mayer, Marine Corps, December 2013

USA TRADOC Briefing on Development of Gender-Neutral Physical Standards

Mr. David Brinkley, Deputy Chief of Staff, Army Training and Doctrine Command;
Ms. Kayla Williams, Army Education Advisory Committee Member; Dr. David Segal and Dr. Mady Segal, Army Education Advisory Committee Consultants, December 2013

Marine Corps Force Integration Plan

BGen George Smith, Marine Corps, March 2014

USMC Combat Fitness Test

Col Douglas Mayer, Marine Corps, March 2014

Navy Update on Female Integration into Submarine Service

CAPT David A. Roberts, Navy, March 2014

Army/USSOCOM Briefing on Examination of Cultural Factors with Regard to Female Integration

COL Linda Sheimo, Army; Mr. Jeffrey Resko, USSOCOM, March 2014

Services Briefing on Accessions of Enlisted Women

Col Jeffrey Smitherman, Marine Corps; CDR Brent Phillips and CDR Michael Wheeler, Navy;
CDR William Makell, Coast Guard; Ms. Tina Strickland, Air Force; Mr. Paul Aswell, Army, March 2014

Sexual Assault Provisions in National Defense Authorization Act (NDAA) 2014 Briefing and Benchmarks to Assess Effectiveness

MG Jeffrey Snow, Director, SAPRO; Col Alan Metzler, Deputy Director, SAPRO;
Mr. Dwight Sullivan, DoD Associate Deputy General Counsel for Military Justice, March 2014

Sexual Harassment Complaints Process Briefing

Mr. James Love, Office of Diversity and Military Equal Opportunity, March 2014

SAPRO Annual Report, Prevention Strategy, and DoD Equity in the Report from the White House Task Force to Protect Students from Sexual Assault

Col Alan Metzler, Deputy Director, SAPRO, June 2014

Accessions of Women

Dr. Katherine Helland, Director, Joint Advertising, Market Research & Studies (JAMRS);

Mr. Christopher Arendt, Deputy Director, Accession Policy, Military Personnel, OUSD (P&R), June 2014

Summary of Installation Visits

Ms. Rachel Gaddes, Insight Policy Research; Ms. Ashley Schaad, ICF International, June 2014

Career Progression with Joint Assignments

Mr. Timothy Nelson, Joint Staff; Lt Col Veronica Anteola, Air Force; Col Mark Schrecker, Marine Corps; MAJ Scott Johnson, Army; CAPT Christopher Harris, Navy, June 2014

Use of Goals in Recruitment of Women

Mr. James Schwenk, Senior Deputy General Counsel, Personnel & Health Policy, OSD Office of General Counsel; Mr. Christopher Arendt, Deputy Director, Accession Policy, Military Personnel Policy, OUSD (P&R), June 2014

Update of NATO Committee on Gender Perspectives

COL Linda Sheimo, Army, June 2014

Update on WISR Implementation Plan

Lt Col Robert J. Jackson, OUSD (P&R); COL Linda Sheimo, Army;

Col Anne Weinberg, Marine Corps; Dr. Jessica Milam, Navy; Lt Col Veronica Senia, Air Force; COL Monroe C. Jones, USSOCOM, September 2014

Improving Female Accessions and Focused Recruitment

Ms. Andrea Zucker, Army; CAPT David W. Bouvé, Navy;

Col Terence D. Trenchard, Marine Corps; Col. Joe Don Looney and

Lt Col E. Jonelle Eychner, Air Force; LCDR Frances Fazio, Coast Guard, September 2014

Sexual Assault/Sexual Harassment Alignment

RADM Richard P. Snyder, Navy; COL Geoffrey Catlett, Army, September 2014

SAPRO Briefing

MG Jeffrey J. Snow, Director, SAPRO, September 2014

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Appendix I:

Congressional Notifications: Intent to Continue to Expand the Role of Women in the Military

Between April 2013 and July 2014, DoD issued 12 notifications to Congress—under Title 10, U.S.C., Section 652—of the Military Departments’ and U.S. Special Operations Command’s intent to continue to expand the role of women. The notifications were signed by the Under Secretary of Defense for Personnel and Readiness, and they were addressed to the President of the Senate, the Speaker of the House, the Chairpersons of the Senate and House Armed Services Committees, and the Chairpersons of the Senate and House Appropriations Committees. Verbatim excerpts from the cover letter of each of the 12 notifications are provided below. For further detail, see “Service of Female Members in the U.S. Armed Forces” at [http://www.dod.mil/pubs/foi/Personnel and Personnel Readiness/personnel/](http://www.dod.mil/pubs/foi/Personnel%20and%20Personnel%20Readiness/personnel/)


Army and Marine Corps, April 2013

The positions described in the enclosure expand the number of unrestricted positions within occupations partially open to women. The Army will open positions to women in a special operations unit, as well as awarding women the associated additional skill identifiers. The Marine Corps is opening one additional occupation, Ground Intelligence Officer, to women. The Services are able to open these 6,265 positions based on the repeal of the 1994 rule. None of these positions require the development of additional gender-neutral physical standards. These positions will broaden women’s opportunities and increase the ability of the Services to assess performance and inform future changes in assignment policy.

Army, September 2013

The Department of the Army intends to expand the assignment of female Field Artillery Officers (Military Occupational Specialty 13A) into all remaining closed units, outside of those within the U.S. Special Operations Command. In 2012, the Department of Defense (DoD) notified Congress of our intent to expand Field Artillery Officer assignments into nine closed Brigade Combat Teams, and more recently notified Congress of our intention to open additional positions in eight Active Duty and nine National Guard Brigade Combat Teams.

The expansion of assignments for female Field Artillery Officers into all remaining closed Army units will result in approximately 3,400 new opportunities for women to serve. Female officers currently complete the same training and education requirements as males during the Field Artillery Officer Basic Course, and the occupational standards are gender-neutral. The performance of women in these new positions will help inform future policy changes as the Army works to eliminate gender-restrictive assignment policy by January 1, 2016.



This letter provides notification under Title 10, U.S.C., Section 652, that DoD intends to continue to expand the role of women in the Army. The enclosure provides a detailed description of the intended changes and the required analysis of their impact on the Military Selective Service Act. Additionally, the physical occupational standards for this Military Occupational Specialty are enclosed. DoD will implement changes to units and occupations listed in the enclosure at the end of 30 days of continuous session of Congress following the date this notification is received.

Navy, December 2013

This letter provides notification under Title 10, U.S.C., Section 652, that the Department of Defense (DoD) intends to assign women to the following previously closed positions: Riverine Patrol Boat, Riverine Small Craft, and Maritime Interdiction Operations. The enclosure provides a detailed description of the intended changes and the required analysis of their impact on the constitutionality of the application of the Military Selective Service Act to males only. Additionally, the position descriptions for these Military Occupational Specialties are enclosed. DoD will implement changes to units and occupations listed in the enclosure at the end of 30 days of continuous session of Congress following the date this notification is received.

The Department of the Navy intends to open 252 enlisted and 15 officer positions, in open Military Occupational Specialties, in the Coastal Riverine Force to the following positions: Riverine Patrol Boat, Riverine Small Craft, and Maritime Interdiction Operations.

These Coastal Riverine positions were previously closed due to the now rescinded 1994 Direct Ground Combat Definition and Assignment Rule that prohibited the assignment of women to direct ground combat units below the brigade level. The Department of the Navy has reviewed the occupational standards associated with these positions and has determined they are gender-neutral.

Navy, December 2013

This letter provides notification under Title 10, U.S.C., Section 652, that the Department of Defense (DoD) intends to continue to expand the role of women in the Navy and Marine Corps. The enclosure provides a detailed description of the intended changes and the required analysis of their impact on the constitutionality of the application of the Military Selective Service Act to males only. Additionally, the position descriptions for these Military Occupational Specialties are enclosed. DoD will implement changes to units and occupations listed in the enclosure at the end of 30 days of continuous session of Congress following the date this notification is received.

The Department of the Navy intends to open 220 positions for female Marine officers and Staff Noncommissioned Officers and 37 Reserve Component positions for female Navy officers and senior Petty Officers (E-6/E-7) in open Military Occupational Specialties. The Department of the Navy also intends to open three Navy positions for female corpsmen in the Active Component Air Naval Gunfire Liaison Companies that were unintentionally omitted in a previous request to open 36 Air Naval Gunfire Liaison Company positions.

These positions were previously closed due to the now rescinded 1994 Direct Ground Combat Definition and Assignment Rule that prohibited the assignment of women to direct ground combat units below the brigade level. The Department of the Navy has reviewed the occupational standards associated with these positions and has determined they are gender-neutral.

Army, January 2014

This letter provides notification under Title 10, U.S.C., Section 652, that the Department of Defense (DoD) intends to assign women to previously closed positions in the Army. The enclosure provides a detailed description of the intended changes and the required analysis of their impact on the constitutionality of the application of the Military Selective Service Act to males only. Additionally, the position descriptions for these Military Occupational Specialties are enclosed. DoD will implement the changes listed in the enclosure at the end of 30 days of continuous session of Congress following the date this notification is received.

The Department of the Army intends to open approximately 33,000 positions to women in 89 occupations in the Active and Reserve Components of the Army.

These Army positions were previously closed because of the now rescinded 1994 Direct Ground Combat Definition and Assignment Rule policy that prohibited the assignment of women to direct ground combat units below the brigade level. The Department of the Army has reviewed the occupational standards associated with these positions and has determined they are gender-neutral. The performance of women in these positions will help inform future policy assignment of women to all positions by January 1, 2016.


Marine Corps, May 2014

This letter provides notification as required by Title 10, U.S.C., Section 652, that the Department of Defense (DoD) intends to assign women to previously closed positions in the Marine Corps. The enclosure provides a detailed description of the intended changes and the required analysis of their impact on the constitutionality of the application of the Military Selective Service Act to males only. Additionally, the position descriptions for these Military Occupational Specialties are enclosed. DoD will implement changes to units and occupations listed in the enclosure at the end of 30 days of continuous session of Congress (excluding any day on which either House of Congress is not in session) following the date this notification is received.

The Department of the Navy intends to open 2,671 positions to women in 11 formerly closed occupations in the Active and Reserve Components of the Marine Corps. These occupations and positions were previously closed due to the now-rescinded 1994 Direct Ground Combat Definition and Assignment Rule. The Department of the Navy reviewed the occupational standards associated with these positions and determined they are gender-neutral. The performance of women in these positions will help inform future policy decisions regarding the assignment of women to all positions by January 1, 2016.

U.S. Special Operations Command, May 2014

This letter provides notification as required by Title 10, U.S.C., Section 652, that the Department of Defense (DoD) intends to assign women to previously closed positions in the Army's 160th Special Operations Aviation Regiment. The enclosures provide a detailed description of the intended changes and the required analysis of their impact on the constitutionality of the application of the Military Selective Service Act to males only, and the position descriptions for these Military Occupational Specialties. DoD will implement changes to units and occupations listed in the enclosure at the end of 30 days of continuous session of Congress (excluding any day on which either House of Congress is not in session) following the date this notification is received.



The U.S. Special Operations Command (USSOCOM) and the Department of the Army (DA) intend to open approximately 1,348 positions to women in 56 open occupations in the 160th Special Operations Aviation Regiment.

These positions were previously closed because of the now-rescinded 1994 Direct Ground Combat Definition and Assignment Rule. USSOCOM and the DA have reviewed the occupational standards associated with these positions and have determined they are gender-neutral. The performance of women in these positions will help inform future policy decisions regarding the assignment of women to all positions by January 1, 2016.

Marine Corps and Navy, June 2014

This letter provides notification as required by Title 10, U.S.C., Section 652, that the Department of Defense (DoD) intends to assign women to previously closed positions in the Marine Corps. The enclosure provides a detailed description of the intended changes and the required analysis of their impact on the constitutionality of the application of the Military Selective Service Act to males only. Additionally, the position descriptions for these Military Occupational Specialties are enclosed. DoD will implement changes to units and occupations listed in the enclosure at the end of 30 days of continuous session of Congress (excluding any day on which either House of Congress is not in session) following the date this notification is received.

The Department of the Navy intends to open 2,285 Active Component positions and 730 Reserve Component positions in the Marine Corps to women in open Military Occupational Specialties. In addition, the Department of the Navy intends to open 215 Active Component and 93 Reserve Component positions in Navy positions in open Military Occupational Specialties that support the Marine Corps.

These occupations and positions were previously closed due to the now-rescinded 1994 Direct Ground Combat Definition and Assignment Rule. The Department of the Navy reviewed the occupational standards associated with these positions and determined they are gender-neutral. The performance of women in these positions will help inform future policy decisions regarding the assignment of women to all positions by January 1, 2016.

Navy, June 2014

This letter provides notification as required by Title 10, U.S.C., Section 652, that the Department of Defense (DoD) intends to assign women to previously closed positions in the Navy. The enclosure provides a detailed description of the intended changes and the required analysis of their impact on the constitutionality of the application of the Military Selective Service Act to males only. Additionally, the position description for this special qualification identifier is enclosed. DoD will implement the changes listed in the enclosure at the end of 30 days of continuous session of Congress (excluding any day on which either House of Congress is not in session) following the date this notification is received.

The Department of the Navy intends to open 24 Joint Terminal Attack Controller enlisted positions in the Navy Coastal Riverine Force. These positions were previously closed due to the now-rescinded 1994 Direct Ground Combat Definition and Assignment Rule. The Joint Staff and the Department of the Navy reviewed the standards associated with these positions and determined they are gender-neutral. The performance of women in these positions will help inform future policy decisions regarding the assignment of women to all positions by January 1, 2016.

U.S. Special Operations Command and Army Special Operations Command, June 2014

This letter provides notification as required by Title 10, U.S.C., Section 652 that the Department of Defense (DoD) intends to assign women to previously closed positions in the United States Army Special Operations Command. The enclosure provides a detailed description of the intended changes and the required analysis of their impact on the constitutionality of the application of the Military Selective Service Act to males only. Additionally, the position descriptions for these Military Occupational Specialties are enclosed. DoD will implement changes to units and occupations listed in the enclosure at the end of 30 days of continuous session of Congress (excluding any day on which either House of Congress is not in session) following the date this notification is received.

The United States Special Operations Command and the Department of the Army intend to open approximately 4,131 positions to women in 61 open occupations in the United States Army Special Operations Command.

These positions were previously closed due to the now-rescinded 1994 Direct Ground Combat Definition and Assignment Rule, which also restricted the assignment of women to Special Operations missions. United States Special Operations Command and the Department of the Army have reviewed the occupational standards associated with these positions and have determined they are gender-neutral. The performance of women in these positions will help inform future policy decisions regarding the assignment of women to all positions by January 1, 2016.

Navy, July 2014

This letter provides notification as required by Title 10, U.S.C., Sections 652 and 6035 that the Department of Defense (DoD) intends to assign women to previously closed positions in the Department of the Navy. The Navy also intends to modify seven OHIO class and new construction VIRGINIA Block IV/V class submarines to meet habitability requirements for integrated crews. The enclosure provides a detailed description of the intended changes. The position descriptions for these military occupational specialties and enlisted classification codes are enclosed. DoD will not implement changes to units and occupations listed in the enclosure or expend funds until the end of 30 days of continuous session of Congress (excluding any day on which either House of Congress is not in session) following the date this notification is received.

The Department of the Navy intends to open to women 16,495 formerly closed positions, 8 formerly closed occupations, and 71 formerly closed enlisted classification codes.

As this notification does not open ground combat positions or military career designators related to military operations on the ground, a detailed analysis of the legal implication with respect to the Military Selective Service Act is not required under Title 10, U.S.C., Section 652(b) and is not included in this notification. The Department of the Navy has reviewed the occupational standards associated with these positions and have determined they are gender-neutral. The performance of women in these positions will help inform future policy decisions regarding the assignment of women to all positions by January 1, 2016.



Army, July 2014

This letter provides notification as required by Title 10, U.S.C., Section 652 that the Department of Defense (DoD) intends to open the skill identifier associated with attending the Bradley Infantry Fighting Vehicle Commander's Course, which is currently closed to women. The enclosure provides a detailed description of the intended change and the required analysis of the impact on the constitutionality of the application of the Military Selective Service Act to males only. DoD will implement changes to the skill identifier and associated course listed in the enclosure at the end of 30 days of continuous session of Congress (excluding any day on which either House of Congress is not in session) following the date this notification is received.

This skill identifier was previously closed due to the now-rescinded 1994 Direct Ground Combat Definition and Assignment Rule. The Department of the Army has reviewed the requirements associated with this skill identifier and the Bradley Infantry Fighting Vehicle Commander's Course and has determined they are gender-neutral. The performance of women in this skill identifier and the Bradley Infantry Fighting Vehicle Commander's Course will help inform future policy decisions regarding the assignment of women to all positions by January 1, 2016.

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Defense Advisory Committee on Women in the Services

Appendix J:

Acronyms used in Report

AAV	Assault Amphibious Vehicle
ACE	Accredited Children's Educator
ALARACT	All Army Activity Message
ANGLICO	Air Naval Gun Liaison Company
ARI	Army Research Institute
BUD/S	Basic Underwater Demolition School
BRC	Basic Reconnaissance Course
CAPT	Captain (Navy, Coast Guard)
CDR	Commander (Navy, Coast Guard)
CEO	Chief Executive Officer
CET	Combat Endurance Test
CFT	Combat Fitness Test
CIPP	Career Intermission Pilot Program
CJCS	Chairman of the Joint Chiefs of Staff
CNA	Center for Naval Analyses
CNO	Chief of Naval Operations
CO	Commanding Officer
Col	Colonel (Air Force, Marine Corps)
COL	Colonel (Army)
CRO	Combat Rescue Officer
CSADD	Coalition of Sailors Against Destructive Decisions
CSO	Critical Skills Operator
CCT	Combat Control Team



CY	Calendar Year
DA	Department of the Army
DACOWITS	Defense Advisory Committee on Women in the Services
DCNO	Deputy Chief of Naval Operations
DEOMI	Defense Equal Opportunity Management Institute
DHS	Department of Homeland Security
DMDC	Defense Manpower Data Center
DMZ	Demilitarized Zone
DoD	Department of Defense
DOR	Drop on Request
ELT	Entry Level Training
FFG	Frigate
F-IOTV	Female Improved Outer Tactical Vest
FoCBA	Family of Concealable Body Armor
FY	Fiscal Year
G1	Army Deputy Chief of Staff for Personnel
GAO	Government Accountability Office
GCEITF	Ground Combat Element Integrated Task Force
GMT	General Military Training
ICF	ICF International
IMTV	Improved Modular Tactical Vests
Insight	Insight Policy Research
IOC	Infantry Officer Course
IRB	Institutional Review Board
ITB	Infantry Training Battalion
IUD	Intrauterine Device
JAG	Judge Advocate General
JAMRS	Joint Advertising Market Research and Studies
JCS	Joint Chiefs of Staff
JOM	Joint Officer Management
JSOU	Joint Special Operations University

JQO	Joint-Qualified Officer
LAAD	Low Altitude Air Defense
LAR	Light Armored Reconnaissance
LARC	Long-Acting Reversible Contraception
LCDR	Lieutenant Commander (Navy, Coast Guard)
LCS	Littoral Combat Ships
Lt Col	Lieutenant Colonel (Air Force)
MAJ	Major (Army)
MARSOC	Marine Corps Forces Special Operations Command
MBA	Master of Business Administration
MCM	Mine Countermeasures Ship
MEPS	Military Entrance Processing Station
MG	Major General (Army)
MLDC	Military Leadership Diversity Commission
MOS	Military Occupational Specialty
MST	Military Sexual Trauma
MSV1	Modular Scalable Vest
MTF	Military Treatment Facility
NAVMAC	Naval Manpower Analysis Center
NAWMBA	National Association of Women MBAs
NCO	Noncommissioned Officer
NCOIC	Noncommissioned Officer-In-Charge
NDAA	National Defense Authorization Act
NDU	National Defense University
NHRC	Naval Health Research Center
NJP	Non-Judicial Punishment
OEF	Operation Enduring Freedom
ODMEO	Office of Diversity Management and Equal Opportunity
OGC	Office of the General Counsel
OIF	Operation Iraqi Freedom
OSD	Office of the Secretary of Defense



OUSD(P&R)	Office of the Under Secretary of Defense for Personnel and Readiness
PASS	Parent and Sailor Support
PC	Patrol Coastal Ship
PFT	Physical Fitness Test
PJ	Pararescue
PME	Professional Military Education
POI	Program of Instruction
POSH	Prevention of Sexual Harassment
PSIA	Professional Ski Instructors of America
PT	Physical Training
PUG	Protective Under Garment
RAND	RAND Corporation
RDML	Rear Admiral (Navy)
ROK	Republic of Korea
ROTC	Reserve Officer Training Corps
SAPR	Sexual Assault Prevention and Response
SAPRO	Sexual Assault Prevention and Response Office
SARC	Sexual Assault Response Coordinator
SATCON	Satellite Communications
SECDEF	Secretary of Defense
SGE	Special Government Employee
SHARP	Sexual Harassment/Assault Response and Prevention (Army)
SME	Subject Matter Expert
SNCO	Staff Noncommissioned Officer
SOAR	Special Operations Aviation Regiment
SOF	Special Operations Forces
SOWT	Special Operations Weather Technician
STEM	Science, Technology, Engineering, and Mathematics
STO	Special Tactics Officer
SWCC	Special Warfare Combatant-Craft Crewman
SWE	Society of Women Engineers

TACP	Tactical Air Control Party
T&R	Training and Readiness
TRAC	TRADOC Analysis Center
TRADOC	Army Training and Doctrine Command
UCMJ	Uniform Code of Military Justice
USD(P&R)	Under Secretary of Defense for Personnel and Readiness
USARIEM	U.S. Army Research Institute of Environmental Medicine
USMA	U.S. Military Academy
USPSTF	United States Preventive Services Task Force
USSOCOM	U.S. Special Operations Command
UTI	Urinary Tract Infection
VA	Victim Advocate
WGRS	Workplace and Gender Relations Survey
WISR	Women in the Services Review